DOCUMENT RESUME

ED 225 243 EA 015 261

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TITLE Preparing Leaders to Anticipate and Manage the Future: Part I: Society and Education: Educational Management for the 1980's and Beyond.
INSTITUTION University Council for Educational Administration, Columbus, Ohio.
PUB DATE 82
NOTE 100p.; A Task Force Report from the UCEA University-School District Partnership. Some figures will not reproduce due to small print of original document. For related document, see EA 015 262.
AVAILABLE FROM Publications, University Council for Educational Administration, 29 West Woodruff Avenue, Columbus, OH 43210 ($5.00; orders under $10.00 must be prepaid).
PUB TYPE Information Analyses (070) -- Viewpoints (120)

EDRS PRICE MF01/PC04 Plus Postage.
DESCRIPTORS College School Cooperation; *Educational Administration; *Educational Trends; Elementary Secondary Education; *Futures (of Society); Higher Education; Leadership Responsibility; *Models; *Social Change; Social Influences; *Social Theories

ABSTRACT

A Rubik's cube analogy provides a perspective on the complexity of managing educational futures and the purposes, language, and assumptions of this monograph. A broad commentary on the relationship between society and education and an overview of the conceptual framework used to examine this relationship is followed by a comprehensive review of major forces and trends that are now shaping society and education. The forces and trends are described in nine sections: one for each of Lasswell's eight sectors of contemporary society (power, affection, skills, wealth, well being, respect, rectitude, and enlightenment) and one for society as a whole. The parameters, the key society-education dynamic, and related forces and trends are discussed for each section. Two major sets of conditions that are likely to confound futures planning, interpreting societal inputs and managing educational processes and outcomes, are reviewed. Finally, eight tasks are cited that are broadly responsive to challenges to education discussed in earlier sections. Ninety-four footnotes of reference citations and discussion conclude the booklet. (MLF)

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PREPARING LEADERS TO ANTICIPATE AND MANAGE THE FUTURE:

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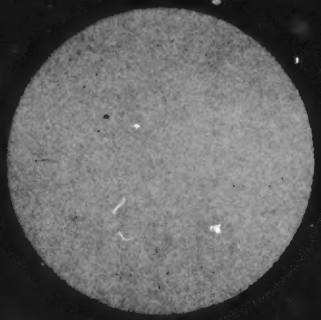

Part I: SOCIETY AND EDUCATION: EDUCATIONAL MANAGEMENT FOR THE 1980'S AND BEYOND

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PREPARING LEADERS TO ANTICIPATE AND MANAGE THE FUTURE:

Part I:

SOCIETY AND EDUCATION: EDUCATIONAL MANAGEMENT FOR THE 1980'S AND BEYOND

by

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A Task Force Report From
The UCEA University-School District Partnership

University Council for
Educational Administration

About The University Council For Educational Administration (UCEA)

The University Council for Educational Administration (UCEA) is a private, non-profit corporation established in 1959 to help improve the preparation and inservice training of administrative personnel in education. The Council's membership includes major universities in the United States and Canada. Selected school districts are affiliated with UCEA in a University-School District Partnership Program.

UCEA's activities are carried out through:

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2. Fostering preparation program improvement by developing more effective methods of instruction and new materials and encouraging their application.

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ABOUT THIS REPORT

Helping prepare leaders to anticipate and manage the future has been a theme of numerous activities of the University Council for Educational Administration. The topic was selected in 1979 for special emphasis by the UCEA University-School District Partnership.

This report on preparing leaders to anticipate and manage the future was prepared by a task force of professors and school administrators. The report is in four volumes, each jointly authored by a professor and an administrator from the Task Force. Titles and authors of the four volumes follow:

1. *Society and Education: Educational Management for the 1980's and Beyond*
   Muriel Mackett, Northern Illinois University
   Donald Steel, Seattle Public Schools

2. *Critical Challenges for Leaders Who Anticipate and Manage the Future*
   John R. Hoyle, Texas A & M University
   Lee R. McMurrin, Milwaukee Public Schools

3. *Skills, Understandings, and Attitudes Needed by Leaders in the Future*
   Luvern L. Cunningham, Ohio State University
   Thomas W. Payzant, Oklahoma City Schools

4. *Implications for Preparation Programs and In-Service Programs*
   Larry D. Haskew, University of Texas
   Allan L. Peakes, Montclair Public Schools

We believe this report will be of particular interest to individuals responsible for pre-service and in-service preparation of administrators in education. Its contents also will be of interest to others in education and in education policy making.

Charles L. Willis
Executive Director, UCEA

ACKNOWLEDGEMENTS

Several people were instrumental in initiating the UCEA Task Force on Preparing Leaders to Anticipate and Manage the Future and creating the opportunity for Task Force reports to be developed. The authors wish to particularly acknowledge the following people for their work with the Task Force and for their critiques and suggestions for initial drafts of this monograph:

Francis Chase, University of Chicago (Retired)
Jack A. Culbertson, The Ohio State University
Luvern L. Cunningham, The Ohio State University
Jay D. Iman, Seattle Public Schools
R. Wood Wilkinson, Seattle Public Schools
Charles L. Willis, University Council for Educational Administration
Russell Working, Toledo Public Schools

The assistance of these individuals was invaluable and very much appreciated by the authors. The authors, however, take full responsibility for the final form and content of the monograph.

...provides a perspective on the complexity of managing educational futures and the purposes, language, and assumptions on which other sections of the monograph are based.

I. A Rubik's Cube Analogy

Anticipating the future in broad form presents a formidable challenge. Anticipating the future with sufficient clarity to allow even modestly sensible and effective management planning to occur presents a far more difficult challenge. The effectiveness of strategies employed to influence and respond to current social conditions and to shape educational futures will be greatly impacted by the skills and understanding that educational managers bring to this challenge.

In the broadest sense, the challenges of planning for the future have remained relatively constant throughout history. Managers have consistently attempted to anticipate and plan for the future in terms consistent with the need and culture of their times. Problems related to information bases and decision making, for example, have existed in some form for virtually every manager. Such problems persist today and continue to produce management challenges which have great commonality with those of the past.[1]

Certain late twentieth century conditions, however, place these challenges in a new light and give them new urgency. The need for vigorous attention to current social trends and their potential impacts on society is now dictated by increasing complexity in local, state, national, and international governance; increasing interrelatedness of world conditions and events; the great speed with which some social changes are occurring; the current economic downturn; and projections of continued or escalating scarcity of resources for the future[2]. Such factors promise not only to profoundly alter the fabric of social life in a dramatically changed world order but to profoundly impact educational futures as well.

Management challenges for the 1980's and beyond differ in scope and urgency from those of the past. The role of education in contributing to world order may have greater significance now than at any time in history. With social, political, and economic turmoil so evident world-wide, including both human and material problems,[3] one of the greatest challenges ahead is for managers to envision and shape educational futures that offer creative and courageous responses to social needs.

The author's perspective on these challenges can be simply stated.

Educational management—past, present and future—is somewhat analogous to the infamous and fiendishly perplexing Rubik's cube (see Figure 1). The array of social, political, economic, and other conditions which impact society and education present a puzzle of astounding complexity. There are unlimited numbers of options for perceiving what the scope and relevant pieces of the puzzle are and for pursuing potential strategies aimed at producing planned outcomes. There may be correct answers, but the chances of finding them at the same time for all parts of the puzzle appear hopelessly slim.

Stated in terms of the Rubik's cube game, just as one face of the cube appears to be moving toward a correct color match or position, other faces become incorrect due to changing patterns of interface and interrelationships between the various faces of the cube. Whether the puzzle is solved depends on one's ability to interpret and manipulate these patterns. But a final correct matching of the faces of the cube cannot be achieved unless some temporary mismatches are created as a means to solution. Order emerges from disorder.[4]

When the many faces of the cube are understood to represent the various social, political, economic, and other conditions which impact society and education (as illustrated in Figure 1), it can be seen that just as one condition or set of conditions appears to be moving toward a planned outcome, other conditions become disjointed or dysfunctional due to changing patterns of interface and interrelationships in and between the environments of society and education. Controlling such conditions in order to consistently produce planned and desired educational outcomes is in fact far more difficult and complex than solving the Rubik's cube. This is particularly apparent when the power of interactive effects is considered. Each piece of each layer of the cube (Figure 1) may interface with any other. All interfaces and any combination of implied patterns or relationships are possible and undoubtedly occur simultaneously and continuously throughout society. Further, the social conditions which are produced by these relationships may resist or defy rational manipulation by managers who attempt to control educational processes and outcomes.

Educational managers must not only be familiar with *existing* conditions such as those represented on the cube (Figure 1) and how they interface. They must also be aware of any *changing* conditions and how those changes will likely affect educational processes. And, it is likely that no predictably or consistently correct pattern of conditions that will produce favorable or desirable educational outcomes can be stipulated.[5] How and whether this puzzle can be solved—and how much temporary disorder must be created as a means to solution—are the single most pressing questions for management of educational futures. In education as with the Rubik's cube, order may emerge from disorder.

Educators cannot allow any sense of overwhelming complexity to be used as an argument to avoid responsibility for trying to deal with this puzzle. Instead, we must attempt to view education and act in ways which are based on

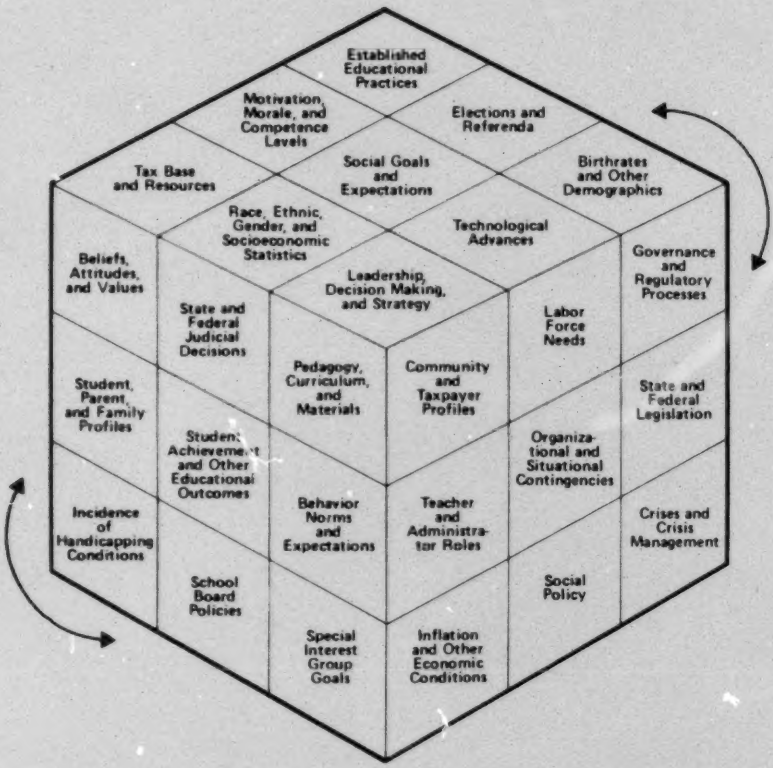
Established Educational Practices
Motivation, Morale, and Competence Levels
Elections and Referenda
Tax Base and Resources
Social Goals and Expectations
Birthrates and Other Demographics
Race, Ethnic, Gender, and Socioeconomic Statistics
Technological Advances
Beliefs, Attitudes, and Values
Governance and Regulatory Processes
Leadership, Decision Making, and Strategy
State and Federal Judicial Decisions
Labor Force Needs
Pedagogy, Curriculum, and Materials
Community and Taxpayer Profiles
Student, Parent, and Family Profiles
State and Federal Legislation
Student Achievement and Other Educational Outcomes
Organizational and Situational Contingencies
Incidence of Handicapping Conditions
Behavior Norms and Expectations
Teacher and Administrator Roles
Crises and Crisis Management
School Board Policies
Social Policy
Special Interest Group Goals
Inflation and Other Economic Conditions

Figure 1
An Assortment of Conditions Which Contribute to Changing Patterns of Interface Between Societal and Educational Environments

some reasonable approximations of the complex real world. Not to do so is to set the stage for failure. As managers attempt to plan for the future, it is essential that some implications of the Rubik's cube analogy be explored. The analogy points particularly to a single critical first order need for managers to examine and appropriately interpret the puzzle presented by shifting patterns of interface and interrelationships in and between the environments of society and education.

Examining The Puzzle

The purpose of this work is to examine those current major and frequently conflicting forces and trends which now appear to be shaping the future of society and education and to indicate implications for all educators who are interested in influencing educational futures. While many social conditions will be considered, no attempt will be made to present a comprehensive history or profile of contemporary society. Throughout, our estimates of possible or likely futures are speculative, though reasonable given current information.

The theme and intent of the discussion is positive, even optimistic, although the picture of complexity which is painted may cause the reader to consider turning away from the task of futures management in frustration. Educational managers can improve futures planning strategies in ways that will allow us to better anticipate, manage, and influence the future of education. Application of the fullest human intelligence and vision to planning will help us to understand the social context of education and to channel our resources in positive directions. In perceiving social conditions, reacting to them, and attempting to produce change, our first and most essential responsibility is to focus on concepts of society and education as a whole rather than on isolated bits of information about either. This single point is central to the Rubik's cube analogy and to the entire ensuing discussion of relationships between society and education and management challenges for the 1980's and beyond.

Key Terms

In examining the relationship between society and education, the terms *society*, *culture*, and *education* have been used with great frequency. They are intended to be understood as having the following meanings:

- *Society* refers to groups of people having common traditions and institutions and collective activities and interests.[6] For purposes of discussion, society has also been treated here as having eight (artificially divided) sectors each with a values and institutional dimension: power, affection, skills, wealth, well being, respect, rectitude and enlightenment.[7]

- *Culture* is the driving force associated with a society as an identifiable group or whole. It refers to learned and commonly shared or understood sociology (roles and role relationships), ideology (values and belief systems), and technology (knowledge). Culture is typically viewed as being at different stages of advancement in different societies.[8]

- *Education* is the process of imparting or obtaining knowledge or skill. In the broadest sense, education refers to both formal and informal processes through which the culture of society is taught and learned.[9] The term is used here to refer primarily to formal or institutionalized processes. Although the discussions may apply to many situations, public education in the United States is the most frequent point of reference.

Society, culture, and education are unfailingly linked, the meat and glue of human life. The various discussions, examples, and models which follow are intended to help explain these links and to provide a basis for speculating on what the future might hold.

Futures and Futures Planning

Whatever else may be uncertain, educational managers can be certain that—because of the links between society, culture, and education—the future will hold many challenges and conundrums, those difficult and perplexing problems for which sure and permanent solutions may never be found. The treatment of educational futures presented here is predicated on two key assumptions about futures and futures planning:

- The relationship between society and education is undergoing major transformations. Changes in the circumstances of education have and will in the future make many currently accepted educational management practices obsolete.

- Effective educational management for the future will require proactive reevaluation and change of management practices when appropriate. Judgments of needs for changes in these practices should recognize the great importance of education in the future of the world as a whole and therefore more global views of educational problems than are typically now held.

The roles of educational leaders are likely to grow more important in education and in society. The choices these leaders make about future

management practices will influence the extent to which the challenges now being presented by changing circumstances in society and education are met within education and globally. The Rubik's cube analogy provides a glimpse of the difficulty of this task. Although not always directly noted, the analogy is intended to serve as a consistent reference point for interpreting the various pieces of the puzzle that are presented. The remainder of this work is devoted to examining changing relationships between society and education and management challenges for the 1980's and beyond.

...includes a broad commentary on the relationship between society and education and an overview of the conceptual framework used to examine this relationship.

II. Society and Education in Dynamic Relationship

Society and education are linked together in a dynamic, reciprocal relationship. The forms and directions that society and education follow are a product of complex interactions of strong and frequently conflicting forces, forces for social change and for social stability. Public education in the 1980's is witnessing the occurrence of both types of trends, persistence and change in social conditions. In some respects, world society does resemble the past. In other respects, society appears to be undergoing important changes or transformations.[10]

Institutions of education reflect these conditions. It is the business of educational managers to identify those persisting and changing social conditions which have significant impacts on education and which require some management action to either maintain or to alter and shape the future of those conditions, at least within the educational system. But the complexity of the social world and of society's relationships to education make it most difficult to predict with any certainty what the social and educational consequences of the interplay of social forces might ultimately be.

It would be easy to be seduced into believing that every social movement or difference in social form always indicates that a trend is occurring, that the trend means that a change has occurred, and that education will be significantly impacted. This is simply not the case.[11] But the mere presence of forces for change and stability always indicates the potential for reproductions of existing social conditions and for significant change to be produced. Because both reproduction and change may be associated with conditions which are functional and dysfunctional for society and education, such forces and emerging trends must be monitored and interpreted in the interests of effective futures management. To these ends, a framework for describing as well as a working model for interpreting relationships between society and education have been developed.

A Framework for Description

Social forces which shape society and education flow from a rich assortment of people, ideologies, institutions, and technologies. Examining these forces, their complex interplay, and emerging trends requires a system

for social description which relates people and their lifeways to the institutions of society. For purposes of analysis, two related vehicles for description have been used. Although both vehicles artificially divide the social whole into component pieces, these divisions are helpful for description and for formulating those leadership tasks and challenges relative to the whole which are presented later (section V).

The first vehicle for description is Lasswell's model of social sectors which has been used as a basis for policy analysis. Lasswell's eight social sectors are *power, affection, skills, wealth, well being, respect, rectitude,* and *enlightenment.* Lasswell does not suggest that there is any inherent priority or significance in the ordering of these sectors of contemporary society. He does, however, refer to both as values and an institutional dimension of each. The values dimension refers to outcomes for each sector that are preferred or desired. The institutional dimension refers to social means for forming and communicating social values. Tensions between human needs for rights and social denial of rights in each sector are basic to the Lasswell policy model[12] (see Figure 2).

The second vehicle for societal description is a conceptualization that is well grounded in the social sciences. Society is driven by the forces of culture: sociology, ideology, and technology. Social structure or role systems, ideologies or values and belief systems, and the body of technology or knowledge related to the production of goods and services are the fabric of social life. It is around roles, values and beliefs, and technologies that we weave our individual and collective realities with respect to power, skills, wealth and the several other social sectors identified by Lasswell (refer to Figure 3). Sociology, ideology, and technology are inherent in and across these social sectors. Our senses of what is desirable and not desirable to strive for as well as what is possible and not possible to achieve flow from or center around these realities.[13]

Education is a social institution which reflects and contributes to these realities and which thus will be affected by the many important emerging developments and trends in society. An interpretation of the dynamic relationship between society and education utilizing these two vehicles points to social and institutional forces which may profoundly impact educational policy and practices. The social sectors and the driving forces behind them are of course interrelated in a systems context. But certain essential features of each and the social forces and trends which relate to them can be described. A comprehensive description based on the two vehicles outlined above is presented in section III.

A Model for Interpretation

Effective futures management depends on both adequate descriptions and

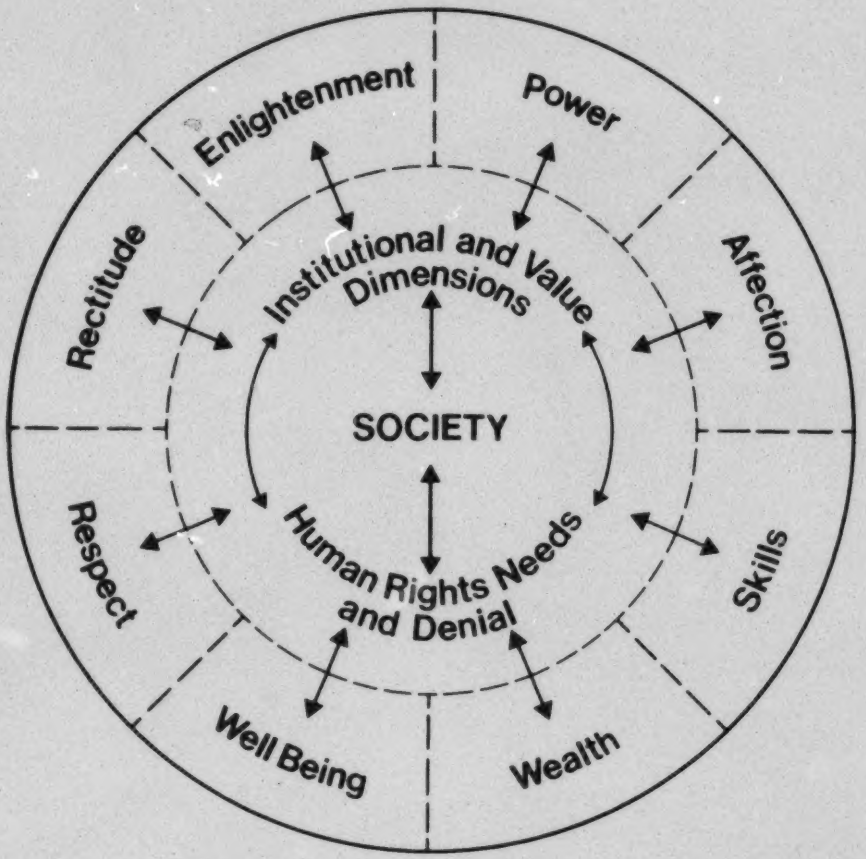

Figure 2
Social Sectors of Contemporary Society (Adapted from Lasswell[14])

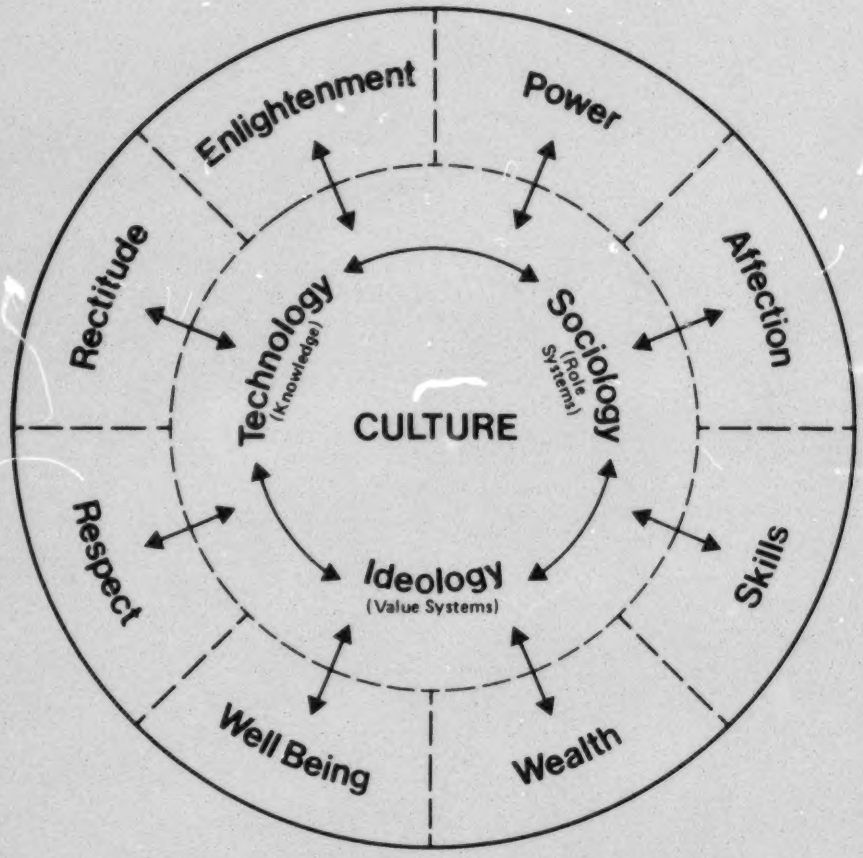

Figure 3
Interface of Culture and Social Sectors of Contemporary Society[15]

appropriate interpretations of social forces and trends which shape society and education. A working model for interpreting these forces and trends is illustrated in very broad form in Figure 4. The most basic message or assumption of this model is that *educational processes and outcomes* (level 4) at all times profoundly influence and are influenced by *culture* (level 1), *society* (level 2), and the many *cofounders to futures planning* (level 3) which make it difficult for educational managers to understand and respond appropriately to social forces and trends which impact education[6].

Levels one and two of the model repeat previously stated views of culture and society (see again Figures 2 and 3). In level three, conditions which confound futures planning are identified, including variables which intervene in planning and implementation processes and interaction of variables from the whole array of social, political, economic, and other forces which impact education. These are assumed to include the strategies that managers use to attempt to control or influence the impact of these forces on education. In level four, the educational processes and outcomes which ultimately occur are indicated as being both functional and dysfunctional and as reflecting and contributing to social stability and change, to culture reproduction and change. Each of the four levels of the model (Figure 4) will be elaborated in subsequent sections to describe and interpret the dynamic relationship between society and education and implications for futures management. Tensions between people's needs for rights and social denial of human rights and the important parts that social institutions, role and value systems, and technology play in shaping the circumstances of society and education, as previously discussed, provide the bases for our interpretations.

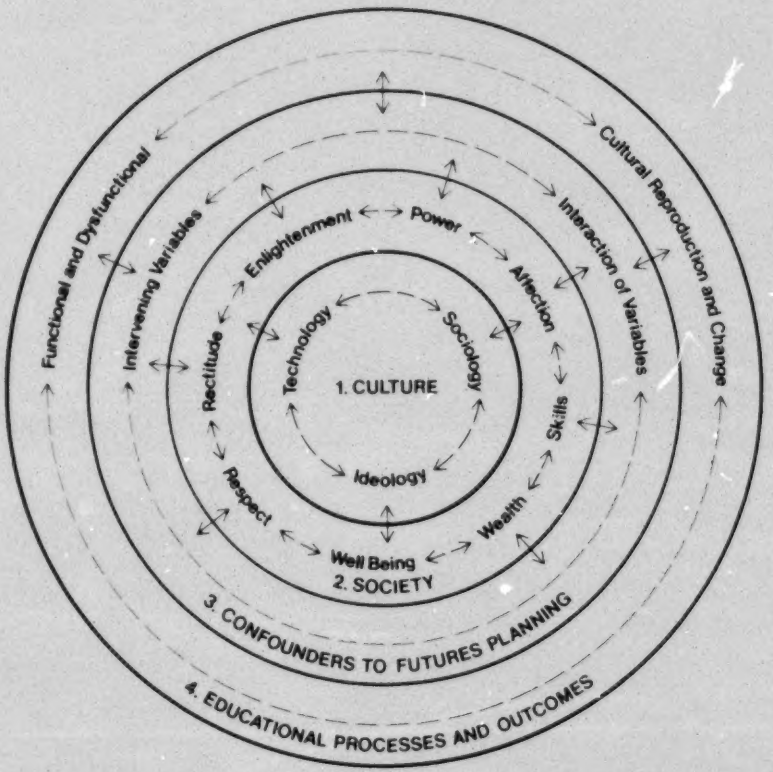

Figure 4.
A Working Model of the Interface Between Culture, Society, Confounders to Futures Planning, and Educational Processes and Outcomes

...presents a comprehensive review of major forces and trends which are now shaping society and education. Eight social sectors are examined separately. Trends in society as a whole are then discussed.

III. Social Forces and Trends

Society and education are moving on both old and new paths for the 1980's and beyond. Major social forces and trends which are shaping these paths are described below in nine sections, one for each of Lasswell's eight sectors of contemporary society and one for society as a whole. For each section, *parameters, the key society-education dynamic,* and *related forces and trends* are discussed. Constantly shifting specific population and other statistics have been omitted in favor of more firmly established statements of broad directions of social trends.

PARAMETERS

The Power Sector

The power sector of contemporary society can be said to include those forces which provide for social order and which govern, control, or represent individuals in the conduct of their activities. Power is concentrated in government, management, and unions in this sector. Power processes which impact education include political, elective, and voting processes; legislative, judicial, and regulatory processes; hierarchically based interactive processes; and collective bargaining processes. All of these shape or mandate courses of social policy and action and educational policy and practice.[17] Power forces related to the control of wealth also apply here and will be discussed more fully later.

DYNAMIC

Social goals for education, governing mandates, the actual paths that education follows, and the power forces and coalitions which produce these conditions are major forces in the dynamic relationship between society and education. Because these conditions may or may not reflect predominant social values and may at least temporarily appear to benefit one social group

over another both in terms of which receives services and which bears the burden of costs of services, this dynamic is imbued with the potential for conflict.

FORCES AND TRENDS

Two major opposing power sector forces may feed this conflict. On one side is the responsibility for government and social institutions to continually develop and implement policies that set general directions for education while clarifying or easing actual or perceived costs-benefits imbalances. These policy responses have tended to take the form of new and more elaborated mandates rather than deregulation, although strong and swift moves to deregulate certainly have characterized the activity of the current federal administration.[18] Moves to replace categorical federal funding with block grants and to dismantle the federal education department exemplify. Cycles of regulation and deregulation are likely to characterize government activity for the foreseeable future dependent on the dominance of political parties and views.

On the other side is an apparently fundamental change or breakdown in a traditional public confidence in its institutions and in acceptance of hierarchical, bureaucratic, and rational-legal authority.[19] This is manifested in public demands for government and corporate accountability, tax payer revolts, employee and middle management unionism, strikes by public and private sector employees, and a growing sense of erosion or dissipation of authority of managers over employees. Because of bureaucratic elaboration and some rapid social change, the abilities of institutions to predict the consequences of action are also increasingly limited. A summary of key related power sector conditions is presented in Figure 5.

Local, national, and international political climates and balances of power are being created from fragile coalitions and compromises. Military and defense systems play crucial roles in international and national balances of power particularly through control over resources and major portions of national budgets. Due in part to economic scarcity and budgetary constraints, the power and influence of the "humanist left" is subject to continual challenges which reflect growing rejection of the social liberalism which so characterized the human service arena during the 1960's and 1970's. Political conservatism and social fragmentation are growing forces locally, nationally and internationally. A new federalism is forcing reconsideration of balances of power and fiscal responsibility between federal, state, and local levels.[20]

Out of this political climate, a strong political force is developing which reflects value sets which are strongly traditional and which frequently include a religious foundation. These value sets are now voiced by many special interest

FIGURE 5
SUMMARY OF KEY POWER SECTOR CONDITIONS.

1. Conflicts over real or perceived imbalances in educational and other social costs incurred and benefits received between socioeconomic and other groups of people, resulting in social unrest.
2. Breakdowns in public confidence in institutions of society and in acceptance of rational-legal authority, reflected in educational governance.
3. Shifts in balances of power locally, nationally, and internationally between political liberalism and conservatism, with conservatism currently predominant.
4. Cycles of government regulation and deregulation and shifts in power and responsibility between federal and state governments, resulting in uncertain political climates for education.
5. Growth in social pluralism and conflicts between the "moral majority" and the "humanist left," reflected in conflicting goals for social services and education.
6. Growth in military and defense systems, declines in human services, and growth in power of centralized bureaucracies as primary sources of solutions to social problems.
7. Emergence of political coalitions among lower socioeconomic groups and special interest groups and of goals for shared power between social groups and within the institutions of society, with education a prime target of activism.
8. Growth of public presses for accountability of public employees, for control of education through political processes, and for moral and ethical of use of power within society's institutions.
9. Increases in access to and control of information as a critical source of political and social power, with education as a central agent for control of information.

groups but perhaps most forcefully by the so-called "moral majority." This new political orientation is still evolving but is certainly now viewed as highly conservative because of values placed on the work ethic and on maintaining traditional institutions and practices. The moral majority can scarcely be accused of having a human service orientation in the humanist left sense and is known for concerted efforts to bring educational systems and curricula in line with views of correct behavior which are narrowly traditional and which do not incorporate the many other views of correctness which flow from social pluralism.[21]

It is now uncertain whether power will continue to be institutionalized more in the upper socioeconomic classes or whether greater power will become vested in the hands of the middle and so-called lower classes. But it is becoming clear that balances of power are shifting precipitously world wide with both lower socioeconomic groups and special interest groups seeking—sometimes violently—to achieve sufficient power to realize their goals. The political activities of the more activist or extremist members of the political left and right hold the potential and have in fact led to social disruption and upheaval in the United States and world wide as they have sought to maintain or alter balances of power. As a consequence of global shifts in balances of power and continuing economic scarcity, potent presses for shared power can be expected to characterize the 1980's in the institutions of society and education.[22]

The emerging interplay of power forces also suggests that continuation of human services in forms that mirror the 1960's and 1970's will be most unlikely. And it can be argued on serveral grounds that this would be undesirable regardless of funding availability. One frequently cited and major argument is that human development—as well as control of enormous and escalating human service costs—must depend more on development of individual and local capacities for independence and productivity. This is largely consistent with the new federalism.[23]

Regardless of which power bases and political views emerge as the dominant paradigms in the 1980's (or other time periods), education will be impacted by the processes through which one or another set of power forces or political views comes to prevail and the substance of predominant social and educational goals. In any case, the actual circumstances in which education must function and the issues of who benefits from whatever human services are available and who bears the costs will continue to be major sources of social conflict in the years ahead. However, control of education as well as costs burdens and benefits may shift from one social group to another over time.

Even though there may be great resistance to power and authority, individuals and local and state governments and educational agencies are likely to continue to be forced to seek solutions to control, costs, and benefits issues at higher decision levels within the hierarchies of single institutions and between local, state, and federal levels. Education will surely continue to

witness a circular phenomenon, conflicting social forces pushing toward both centralization and decentralization of the same and different aspects of governance. Given the ever present potential for litigation over rights to benefits and burden of costs, it is likely that the balance of power will rest with centralized bureaucracies. Certainly federal influence and monies will follow the people as the population shifts from region to region, and between metropolitan and rural areas.[24]

Whether the goals, structures, and activities of these bureaucracies will be fueled more by traditional or other values and power configurations is very much open to question. But hierarchically-based balances of power and interactive processes between the public, the institution, managers, and employees which now characterize education appear vulnerable for the future. Presses for accountability may lead to more conservative administrative behavior and decision making, and to greater documentation of decisions and actions. Challenges to higher authority may promote greater school board activism and teacher and middle management unionism and strikes and require development of new or expanded mechanisms for resolving conflicts. The climate of political and economic instability will almost certainly contribute to increasing numbers of failed referenda, to heavier competition for resources, and to shifts in traditional alignments between management, employee, client, and community. New alignments between all school staff against community, between chief executives and middle managers against teachers, and between chief executives against middle managers and teachers are not only possible but already occurring. All such power factors will also affect interpersonal relationships, decision making processes, power coalitions, and sharing of power in educational systems.[25]

Directions and mandates for education for the 1980's and beyond stand to be affected by the interplay of such power-related forces. Educational managers can expect to be buffeted by shifting political power bases and power coalitions at local, state, and federal levels as the interests of the different socioeconomic and special interest groups are played out on school boards and in other political and judicial arenas. One key factor will be whether the current tendency to limit appropriations which are needed to support mandated programs continues. Maintaining some reasonable and legitimate management control over educational institutions and processes will almost certainly require that educational mangers become increasingly active politically and develop stronger legitimate power bases within education and in society from which to influence educational policy and practice. Moral and ethical dimensions of the uses and abuses of power will have great importance in the 1980's.[26]

But the use and abuse of power by educational managers will tend to be held in check by a pervasive suspiciousness of authority in and out of schools as well as other power-related events in the public and private sectors. Direct management control over educational policy and practice will therefore tend to

continue to be quite limited. Eventual outcomes of the interplay of the various forces in the power sector are uncertain and will ultimately also depend on forces and events in other social sectors and society as a whole. The capabilities of educational managers to harness and focus these forces to produce more or less specifically planned educational outcomes will be tested on a daily basis throughout the remaining years of this century. To greater and greater extents, access to and control of information will constitute power. The future power of institutions of education will undoubtedly be linked to their capability to retain a central role in the control of information.[27]

PARAMETERS

The Affection Sector

Major influences on power configurations, human service orientations, the shape of bureaucracies, and many other power-related aspects of educational futures can be expected to come from the affection sector of contemporary society. The affection sector encompasses the close personal associations which each individual needs to establish a base for social development and interaction. Marriage and value-laden friendships and interactive processes characterize this sector. The family, including the non-traditional family, is the primary institution in this arena. Impacts on education which relate to the affection sector emerge from composite value orientations in family or friendship groups as well as from family and group structure. Differing value orientations among community, students, and educators toward, for example, curricular content, sexuality, personal freedom, and the world of work greatly impact the schools as do social and educational needs which emerge from traditional, single-parent, or other alternative family structures.[28]

DYNAMIC

Education is a primary interface between society and family and is continually pressed to respond—and to respond with equity in process and outcome—to plural inputs. Policies and mechanisms for interfacing and responding programmatically to diverse communities and clients and the prevailing issue of whose values ultimately predominate is the critical society-education dynamic and source of conflict here.

FORCES AND TRENDS

Contemporary society is characterized by tremendous diversity in composite value sets and continues to be profoundly crosscultural internationally, nationally, regionally, and locally. Family-related value sets which impact education particularly in the United States appear to have the potential to preceed simultaneously down two essentially different paths. The first can be thought of as a path of evolving social unity and the second as a path of social fragmentation. Key related conditions are summarized in Figure 6.

While the United States has since its beginnings been home to many different culture groups, a common culture has also emerged in which some values, behaviors and world views have been shared or understood at least between the dominant subcultures. These shared features have contributed to social consistency and stability and to some degree of unity or relatively common understandings about educational policy and practice. Traditional marriage and family-oriented living arrangements and value sets, coexisting religions, and sharable communications media have led to sufficient social unity to allow educational and other governance to preceed, not without disagreement or disruption but without universally fatal fissure.[29]

The continued organization of society around the family base and other potent forces for social unity still persist and contemporary society continues to evolve along both old and new lines to new forms of common or mass cultures. But forces for unity coexist with and are challenged by forces for social fragmentation. This may not be undesirable by itself, but there is concern that fragmentation may become so extensive and unwieldy that control of educational governance and schooling processes may break down or fail.

Major sources of social fragmentation which are particularly related to the family unit and family values sets[30] begin with the presence of great and growing numbers of single-parent families, two-income families, and other alternative family units produced by increasing rates of teenage pregnancies, births out of wedlock, delay of pregnancy, permanent childlessness, cohabitation, divorce, remarriage, and racially-mixed unions. There is now a very much wider range of child rearing practices and of childhood experiences which come from alternative and typically smaller or one-child (no siblings) families and fewer numbers of children relative to the adult population.

While overall birth rates are declining and may approach zero population growth in the United States by the 1990's, birth rates for the so-called white majority are lower than for the racial and ethnic minority populations. This points to continuing declines in numbers of students and to shifts in the racial and ethnic makeup of society and schools. Racial and ethnic minority populations are now concentrated in major urban centers. Society is also affected by cycles of population shifts between rural, suburban, and urban locales and between regions and states. The number of people who are over 55

FIGURE 6
SUMMARY OF KEY AFFECTION SECTOR CONDITIONS.

1. Continuance of social unity and stability through traditionally shared values, behaviors, and world views resulting in the persistance of some elements of mass culture.

2. Growth of social fragmentation through for example increases in single parent families, professional women, divorce, teenage pregnancy, changes in child rearing practices, and legal and illegal immigration, resulting in an explosion of subcultures.

3. Conflicts over extensive social pluralism in for example life styles, family patterns, sexuality, and educational goals and over whose views should prevail.

4. Overall declines in numbers of students and higher birthrates for racial and ethnic minorities than for the "white" population, which contribute to shifts in the racial and ethnic makeup of society and schools, particularly in urban environments.

5. Presses for education to respond with equity in process and outcomes to diverse social conditions related to for example socioeconomic levels and handicapping conditions, which result in widely different learning needs of clients.

6. Declines in and conflict over public support of education due to for example growth in childless families, average age of population, "white flight," freedom of choice issues, and Christian and other alternative school movements, contributing to eroding funding base for education.

7. Uneven population changes between regions, states, and local districts, making uniform national policies difficult to achieve or non-applicable and supporting needs for local initiatives to solve problems.

8. Potential for social fragmentation to become so extensive and unwieldly that control of public education may break down or fail and bimodal systems emerge.

9. Presses to develop new state of normalcy that would accommodate wider ranges of social behavior in education, emerging from social pluralism and acceptance of the fact that the traditional family unit of the 1950's and the former dominance of Western ethnic America will likely never return.

years of age is growing rapidly. There is also a growing population of people of all backgrounds who choose to have no children or who prefer to educate their children in their chosen neighborhood or in an environment which conforms to a particular value set. These factors have and may continue to contribute to declines in public support of education, to drains on urban student populations through "white flight" to escape community and school desegregation, and to growth of the already strong Christian and other alternative school movements.

Legal and illegal immigration, prompted largely by political upheaval in Southeast Asian, North and South American, and other Third World countries, have produced an explosion of different cultures, languages, and dialects represented in community and client groups. This, together with increasing identification (if not incidence) of handicapping conditions and functional handicaps, has been manifested in widely different levels of developed skill and learning needs among clients. These tend to force separation of educational services for age peers, frequently along racial and ethnic lines. Finally, the professionalization of women and declines in the numbers of families with traditional mother and father figures differ sharply from and have drastically different educational implications than the more traditional two-parent, single-income family. Many of these factors point to declines or differences in parent involvement in education and to greater needs for family support services.

Family units and values are clearly changing and educational systems have struggled amidst scarcity to respond programmatically to these sources of social fragmentation and the many implied educational needs. Ultimate impacts on education will, of course, depend on the directions such forces take and whether—through forces for social survival, acceptance or redefinition of new family units, assimilation of values and languages, or other means—a common culture sufficient to ensure orderly governance or continued social fragmentation will prevail. It is possible in the long run for a severely fragmented culture and for divided or bimodal public and private educational systems to emerge. Such divisions would surely result in a system of public education populated primarily by lower socioeconomic and racial and ethnic minority populations.

For at least the short run, policy and practices for managing plural inputs, and for managing them efficiently and effectively, will require continued attention. This will almost certainly require greater local initiatives to respond to specific local social conditions, especially given declines in resources available to respond to social needs from the national level. Increases in the numbers of racial and ethnic minority children relative to numbers of white majority children, different concentrations of minority and majority populations in any area, and other family-related demographic shifts cited previously suggest that declining enrollments and other effects related to family units and value sets will be distributed unevenly among educational institutions. Differences in growth patterns for different regions of the country

will also have uneven effects on tax bases available to different educational settings. If population declines continue, there will be needs for more school closings and reductions in staff in many school districts regardless of location or racial and ethnic composition. All of these factors as well as the expansion of religious and other private schools will surely fuel the freedom of choice issue now manifested in the school voucher concept.[11]

All of these factors will create greater presses for *and* against maintaining the neighborhood school and may, in fact, break the now declining public education monopoly. In addition, changes in family structure and living patterns can be expected to create an even greater press for accommodation of alternative life styles in school operation, most likely through such means as shifts in school hours, provision of day care, and differentiated staffing. Expansions in the numbers and types of life styles and the range of socially acceptable behavior are already creating presses for schools to tolerate and accommodate a much wider range of in-school social behavior by both staff and students.

How educational systems can best respond to such plural inputs is uncertain. But it is certain that whatever management responses are made will influence both the quality of the educational experience of diverse client groups and eventual educational outcomes throughout the educational system. For plural social and educational conditions to be responded to productively, it will be necessary for managers to recognize and accept—emotionally, intellectually, behaviorally, and as a matter of policy, practice, and example—that neither the traditional and so-called ideal two-parent family unit nor a largely Western ethnic America are likely to ever again predominate. The extent to which managers and educational institutions are able to accept and flourish under this new state of normalcy will influence the power of the many family-related and other forces for and against social unity and social fragmentation as well as the capability of educational managers to aggregate sufficient power to govern.

SECTOR PARAMETERS

The Skills Sector

Tendencies toward social fragmentation are exacerbated by conditions which relate to the skills sector of society. In the skills sector are found the processes by which the individual is trained to coordinate his or her individual actions within the larger context of society. Individuals are trained to perform or labor at socially expected levels and in socially acceptable ways. Skills are refined through schools, manpower training programs, preparatory institutions, and training enterprises within business and industry. Conflicts over program support, desired outcomes of skill training, and which social (racial,

ethnic, socioeconomic, handicapped, and gender) groups gain access to different skills or occupations are characteristic.[32]

DYNAMIC

The key society-education dynamic here lies in the major role that education plays in maintaining society and its social class structure through preparation of individuals to assume adult, labor-related roles. Society is maintained when these roles are filled, and filled by members of the traditionally "appropriate" social groups. While the potential for education to play a role in changing this social order exists, development of skills and role capabilities which are outside traditional expectations for the social group is most likely to occur for the individual rather than for whole social groups. Continuing social conditions related to overrepresentation of minority, handicapped, and gender groups in the lower paying and unskilled jobs demonstrate, together with other contributing social factors, the power of the maintenance function of education.[33]

FORCES AND TRENDS

Conflicts in the skills sector center around two potentially contradictory needs. On the one hand, it is necessary for basic functioning of society that individuals be prepared to assume adult, labor-related roles. On the other hand, it is necessary, if destructive social fragmentation is to be avoided, that labor roles be accessible, not to all individuals, but across all social groups. Figure 7 contains a summary of key related skills sector conditions.

It is a challenge to prepare anyone, irrespective of social group, to assume a labor-related role in contemporary society. Labor roles are currently being heavily impacted by rapid economic change and dramatic technological advances and elaboration.[34] A deep technological consciousness is now infused in the forms, structures, and processes of contemporary social institutions and social life. Mastery of expanding technologies, especially computer technologies, and possession of developed human relationship and communication skills are now major factors in access to labor roles and will in the immediate future be requisite. Rapidly changing technologies and automation already require greater career mobility and frequent changes in job skills within the lifetimes of single individuals. In the foreseeable future, it is possible that fully one-third of the labor force may require retraining or change occupations within any five-year span. More and more women are joining the labor force and labor will continue to shift into the 1990's from a goods production base to a human services base.

Formal adult occupational training and retraining through public and

FIGURE 7
SUMMARY OF KEY SKILLS SECTOR CONDITIONS.

1. Conflicting needs for education to maintain society and its social class structure through preparation of individuals to assume adult, labor-related roles, and to make labor roles accessible across all social groups, demonstrated by continuing over-representation of minority, handicapped and gender groups in low pay, unskilled jobs.

2. Major changes in labor roles due to rapid computer and other technological advances, making traditional labor roles obsolete and creating needs for new skills, periodic retraining, and life long learning among the labor force.

3. Increasing gaps in labor skills among individuals and social class and racial groups and severe social and labor problems related to youth unemployment, school dropouts, alcohol and drug abuse, and limited access to labor roles, which contribute to an increasing potential for social fissure.

4. Presses for major revisions in school policy and practice to close the labor skills gap, to keep pace with massive technological change, and to facilitate more open access to labor roles across all social groups.

5. Potential for skills-related issues to be addressed through political processes, resulting in new mandates for education and challenges to current educational governance systems and concepts of education.

6. Needs for social and educational policy and practice to resolve disparities between social maintenance and change functions of education.

private sector agencies are quickly expanding. And, because of the massive change that technology has occasioned, the capability for public education to provide useful job-specific training for the school-age population has already diminished. Increasing gaps between technological advances and educational system capabilities and resources to incorporate such advances in curricula and instruction have made it more necessary to educate students in such a way that they can, over their lifetimes, periodically acquire the ever new skills that life in the future will demand.[35]

It is questionable whether, under current resources, policies, and practices, public education can meet the evolving labor preparation needs of society. When access to labor roles across social groups is considered, problems are compounded and may prove insurmountable. There is increasing evidence that members of different social groups are—for whatever complex set of education-related and other reasons—experiencing different patterns of learning and achievement.[36] Development of basic literacy, life coping and job skills, and the ability to acquire new skills throughout life have been most problematic among lower socioeconomic and monority groups. Social class and race and to a lesser extent gender in fact continue to emerge as significant sources of variance in educational achievement patterns. The unique problems of the educationally handicapped make it likely that members of this group will continue to be at least functionally disadvantaged in terms of filling labor roles. Although females as a group may, in the long run, be the least disadvantaged, equal access to all labor roles for all social groups is not likely to be achieved in the near future. It is reasonable to assume that limited access to labor roles will tend to heighten already severe social and labor problems related to youth unemployment, school dropouts, alcohol and drug abuse, teenage pregnancy, and violent crime. These will, in turn, further widen the skills gap in the labor force, particularly for racial minorities, who are the most severely affected.

It is now possible to envision a future in which the gap between the labor roles and skills of the upper and middle socioeconomic groups and those of the lower groups will widen to such an extent that social fissure may result. Also, the "back to basics" movement in education could also place those who receive only this basic education at a serious disadvantage in terms of acquiring interpersonal communications, technological and other essential labor-related skills. Regardless of their technical skills, United States labor may also be forced into long periods of high unemployment if international economic cooperation, particularly among Third World and Asian countries, produces a sufficiently strong competitive block in international trade. It is a virtual certainty that those without the requisite skills for the labor roles of the future would be among the first and longest unemployed.[37]

As educational systems strive to meet the skills development and labor needs of society, it appears that the social maintenance function of education will be vulnerable to change. Whether the social class structure of society will be essentially maintained, become widely fragmented or bimodal, or take

some other, perhaps more equitable form is uncertain, but in any case will be a function of many impinging factors including the political activity of affected groups and governance processes. Control over school governance and learning processes by different social groups; disparities in tax bases and quality of education provided in different educational settings; school district boundaries which may limit racial and ethnic balance; access to the economic mainstream through education; and the appropriateness of curricula which tie school learning to learning of life and work skills are all current issues related to the skills sector which may be forced to some resolution through political processes. It is likely that political resolution of such issues will force new mandates for education that may potentially contribute to change in current patterns of access to labor roles among social groups.

Curricular and other aspects of education are also being affected by current labor-related conditions.[38] Changes in the industrial base and advances in research are creating presses for educational curricula to incorporate new developments in, for example, drugs, optics, complex chemicals, microelectronics, communications systems, and biomechanics. Computer and other technological advances are also creating presses for education to produce universal computer and technological literacy and for systems of management to incorporate computer technologies. The enourmous potential for home-based computer instruction is forcing consideration of the usefulness of current government controls on compulsory formal schooling and of the need for basic changes in community, school, teacher, and student interfaces. Needs for people to periodically learn new job skills are promoting development of more programs for adults to facilitate life long learning. Schools continue to be pressed to create and improve school-based programs designed to address social and labor problems related to school dropouts, alcohol and drug abuse, teenage pregnancy, and violent crime. Finally, increasing numbers of women in the professions and in the permanent work force may force greater representation of women in educational management positions. Representation of racial and ethnic minority groups in educational management is also a very critical issue.

Fragmentation and unity in society will be greatly affected by both the process and substance of resolution of such skill-related issues. Although such issues will not and cannot be resolved within education alone, it is virtually assured that education will play a central and critical role in both the evolution of labor roles and access to those roles during at least the next two decades. For the immediate future, educational managers will need to become quickly and acutely aware of the ways in which current social and educational policy and practice support and inhibit meeting the evolving labor needs of society and labor access needs of social groups. Managers will then confront the problem of determining and instituting appropriate policy and practice to meet these needs.

It will be ever more important and difficult in the years ahead for

managers to strike appropriate and workable balances between social maintenance and social change functions of education. As one critical factor in accomplishing this, educational managers and policy makers will need to examine their own personal views of not only future labor roles but also access to labor roles across social groups and to then determine in what ways these views support or inhibit achieving appropriate balances. With increasing political activism of special interest groups, it is most unlikely that managers will have the luxury of self-examination or change without close public scrutiny and without specific prescriptions for action from special interest groups and society at large.

While social pluralism will make concensus difficult to achieve, managers can nonetheless expect to be pressed to expand their accountability to the public. Because labor roles and balances between social maintenance and change functions of education are so important to the future of society, managers should be prepared to welcome and perhaps take the lead in establishing expanded forms of public accountability. Because of current and projected economic scarcity, the forms and directions that maintenance and change balances take—as well as resolution of the various other skill-related issues—will be greatly affected by wealth factors.

PARAMETERS

The Wealth Sector

The wealth sector of contemporary society is highly related to the skills sector and has to do with the availability, control, distribution, and acquisition of resources. Social processes related to wealth, and to poverty, affect the abilities of individuals, social groups, and institutions to pursue and achieve desired goals related to work and any other aspect of social life. Institutional control of wealth is concentrated in land ownership, banking, insurance, foundations, business and industry, and government. Social processes related to wealth are associated with labor and finance and are manifested in such activities as creation of new wealth and allocation and deployment of funds, personnel compensation, investment, and advocacy for support for programs and services.[39]

DYNAMIC

An obvious problem for education is that access to wealth and to the benefits of wealth are, as with skills, unevenly distributed in society, most frequently along racial, ethnic, gender, and social class lines.[40] The major

society education dynamic then is that education always holds the potential to be the central institution (or battleground) through which individuals and social groups—racial, ethnic, gender, and social class groups—attempt to maintain existing uneven wealth distributions, to achieve parity or equity in wealth, or to equalize the returns on their investments in education. All hold the potential for social revolution.

FORCES AND TRENDS

Power, affection, and skills sector forces and trends converge in the wealth sector. The numerous factors related to the role of educational institutions in the distribution of wealth which have already been discussed will not be reviewed here. But two additional divergent wealth-related forces which impact social unity and fragmentation are relevant. On one side, past periods of economic stability and a new dying culture of affluence have raised American consumption of goods and services to unprecedented levels. Americans also now tend to assume that they have the right to possess goods and services. On the other side, the current period of economic instability and scarcity has seriously eroded both the availability of disposable income and the ability of individuals to purchase goods.[41] A summary of key wealth-related conditions is shown in Figure 8.

Because the United States has controlled the lion's share of world wealth with only a small percentage of the world population, it has long had the capability to lead the world in invention and discovery of new technologies, to advance in science and the arts and humanities and to provide its citizens with a high standard of living. But since the early 1970's, there have been major shifts in power associated with control of scarce resources between traditional Western and emerging Third World powers. These shifts have contributed to a decline in Western control of world wealth and resources and changes in conditions related to wealth in the United States. A salient condition has been redistribution of wealth to the upper classes and away from middle and lower classes. Although difference in wealth between socioeconomic classes is by definition a given, differences are becoming increasingly extreme. The continued existence of a middle class is now in jeopardy.[42]

Driven by economic and materials scarcity, inflation, rising costs of goods and services, and differences in preparation for and access to labor-related roles, American society is now seeing the emergence of a near permanent lower class through increasing wealth gaps between upper and lower socioeconomic classes. Wealth and class gaps between white majority and racial and ethnic minority populations are most frequent and severe. At the same time, economic growth potentials needed to close wealth and class gaps through existing institutions is also limited. The economic climate and reality have become prohibitive.[43]

FIGURE 8
SUMMARY OF KEY WEALTH SECTOR CONDITIONS.

1. Threats to social unity emerging from conflicts between current economic scarcity and decline in individual purchasing power and growth in public's level of and belief in right to individual consumption of goods and services.

2. Shifts in control of wealth between Western and Third World countries and greater control of wealth by upper classes, threatening to destroy middle class and create a near permanent underclass of largely racial and ethnic minorities.

3. Threat to social order due to unresolved wealth gaps between social groups, heightened by declines in industrial and technological productivity and expansionism needed to close wealth gaps.

4. Potential for recognition of international interdependence, new energy and other technologies, and less consumptive lifestyles to ease wealth crises and promote controlled rather than uncontrolled growth.

5. Potential for education to be major change agent and target for change as society struggles to control wealth crises, manifested in presses for education to improve programs and accountability and provide greater access to wealth across social groups.

6. Needs for new public and private collaboratives to aggregate human and financial resources to deliver educational services, emerging from high costs, changes in funding systems, heavy competition for resources, and unionism.

7. Potentially conflicting presses for educational efficiency, effectiveness, and equity, requiring new priorities, monitoring, and accountability related to students, programs, and personnel.

It appears essential for world survival that these conditions be reversed or moderated. A permanent underclass, unable to possess needed goods and services and removed from the cultural and economic mainstream, would further fragment society and threaten governance processes and world order. Economic and cultural stability is related to quality of life for all people regardless of social class. Unresolved wealth disparities also reflect social definitions of the nature of humanness, which will ultimately be reflected in other aspects of social life.

Society's ability to control or reverse current wealth conditions will be influenced by many current and emerging factors.[44] Major constraining factors include escalating inflationary economic trends; high costs and depletion of energy and other resources; heavy competition for resources between public agencies, industries, and nations; national and international shifts of industrial locations to achieve more favorable energy and tax conditions; unfavorable balances of trade; and limits on investment capital and other industrial and programmatic incentives. All of these factors can be expected to contribute to declines in the industrial and technological productivity and expansionism so necessary to begin to close wealth gaps between socioeconomic classes.

These constraining forces may be countered by the growing world awareness of international interdependence and the emergence of new international and national political coalitions concerned with finding solutions to current precipitous economic conditions. Energy and other resource conservation and advances in solar and nuclear energy and other technologies may ease economically debilitating energy and resource crises and lead to greater industrial productivity. Also, high consumption of goods and services may decline as people adapt their values and lifestyles to the new economic reality. Unlimited growth simply cannot be sustained.

The impact that all of these wealth conditions ultimately have on social unity and fragmentation may most depend on society's abilities to either resolve the disparity between public expectations for wealth and the reality of current economic circumstances or to redefine the expected reality. As processes of resolving or redefining wealth disparities unfold in the 1980's, educational systems can expect to be major agents and targets of transition.[45] Client competition for access to economic wealth through education will trigger moves for schools to improve program quality and accountability and to effectively address specific learning needs of the underclass. At the same time, there may be presses to adopt curricular goals which place more emphasis on life achievement and satisfaction goals than on wealth goals. It is conceivable that this may be applied more to the lower than upper classes as skills and wealth disparities continue. Recognition of world interdependence may also encourage a broader international perspective and more foreign language training in school curricula.

Other key wealth factors such as industrial decline, geographic relocation of industry, and unemployment will all continue to play havoc with tax bases for education and produce serious, although quite unevenly distributed,

shortages in available resources. Energy costs will continue to sap monies away from educational services, forcing schools to attempt to find new monies and become more energy efficient. At the same time, the emerging new federalism is forcing greater assumption of fiscal responsibility at state and local level. These opposing forces can be expected to produce new challenges to existing systems for funding education. Effort and excess cost principles tied to equalization of wealth and equality of opportunity may be challenged yet again as some individuals and groups seek to retain current wealth distributions or realize different priorities.

There will also be heavy competition for scarce public and private resources as intensive and costly short-range efforts to resolve energy problems and to replace obsolete and deteriorating public works and transportation facilities monopolize available funds. With current and projected climates of economic scarcity, it is unlikey that salary parity between education and other occupations will be achieved in the foreseeable future. This is likely to contribute to increases in the current talent drain from educational systems. Competition for resources will therefore continue to be a major agenda for educational personnel and may well result in increased teacher and middle management unionism and union activity. All of these factors together will heighten the already occurring efforts for educational systems to develop new partnerships and networks across public and private agencies so that human and financial resources can be aggregated to provide mandated as well as desired services. Further, these wealth factors will also heighten and dramatize current efforts to develop more cost effective means for interfacing existing social service and educational agencies.

Potentially conflicting presses for educational institutions and managers to achieve efficiency, effectiveness, and equity in educational service delivery will characterize at least the 1980's. As educational managers attend to the business of delivering educational services amidst economic scarcity, they will need as seldom before to consider and be accountable for the relative costs and benefits of their decisions and actions. Priorities for expenditures must be set which meet the fair compensation and other needs of educational personnel and the educational needs of all clients. Priorities will also need to be established within client groups between the service need of individuals, social groups, at-risk groups, and larger society. The continuing possibility that federal and state funding of education will be dominated by block rather than categorical funding will necessitate monitoring of expenditures to assure that established priorities are not only defensible but consistently met at local levels.

The ways in which these tasks are carried out will be influenced by all of the previously mentioned forces in the power, affection, and skills sectors, including power coalitions, social pluralism, and the personal views of educational managers, all in a context of high public scrutiny of educational processes. Achieving efficiency and effectiveness in educational processes

will, as in the past, be a continuing challenge. Presses to also achieve equity in the service delivery process for personnel and clients cannot be ignored and will, particularly because of economic scarcity, tax the limits of institutional and human endurance. Managers will be confronted with the need to consider and justify to the public whether conceptions of efficiency and effectiveness which do not also include concepts of equity can be considered to be tenable in a democratic society plagued by wealth and social class gaps. Mangers' responses to these needs will be influenced by many controllable and uncontrollable factors but will surely reflect society's and managers' commitments to attempting to close wealth and social class gaps through educational processes.

Achieving equity in educational processes and outcomes will thus be a primary concern and continuing dilemma for educational mangers in the years ahead. The costs for acting or failing to act will be high. Although educational systems will unquestionably be impacted by wealth disparities in society and by economic scarcity, it is very much uncertain what influence the educational system can ultimately have—irregardless of good faith efforts—in changing these conditions. Social unity and fragmentation and the future role and form of public education will be shaped by social forces related to wealth as well as power, affection, and skills as they unfold in the international, national, state, and local arenas. Aiso at stake will be the well being of individuals in contemporary society. Attempts to meet individuals needs will also affect events and conditions related to wealth.

PARAMETERS

The Well Being Sector

The well being sector of society is concerned with the quality of life, health, and welfare of individuals. Concerns for individual rights to life, to liberty, to security, and to pursue rest and leisure activities characterize this sector. The primary institutions in the health and security fields that assist in achievement of well being are medical, mental health, residential care, and recreational agencies as well as agencies for police, fire, and private security.[46]

DYNAMIC

The primary society-education dynamic with respect to well being relates to the broad role and responsibility of education in society and current controversies over the extent to which education should or should not advocate or provide services specifically related to the development of well being or link educational services with those of health, security and other social service

agencies. Competition for scarce resources between education and the whole human service arena is a major force in this conflict over the proper role and responsibility of education. The continuing trend toward scarcity of resources may limit any institutional responses to human service problems and also initiation of programs that may foster well being.

FORCES AND TRENDS

Social needs that are at issue in terms of whether or not educational systems should advocate, provide, or link services tend to have strong moral and ethical dimensions and to generate heated controversy. A summary of key related well being sector conditions is presented in Figure 9. Many of these issues are related to size of population relative to resources.[47] Population control plays a critical role in quality of life throughout the world. While zero population growth may be reached in the United States by the turn of the century, this may not be achieved internationally for at least an additional twenty-five years. World populations will thus continue to drain world resources which, in the absence of major advances, will contribute to worldwide scarcity, human suffering, hunger, and ultimately death of the undernourished.

Population control is thus an essential activity. Birth control techniques are now approaching infallible levels and finding greater, though not universal, acceptance. But strong controversies are being generated over birth control as a potential means to control ratios of minority and majority populations, selective maternity based on genetic principles, genetic manipulation, and enforced planned parenthood. There is question whether such techniques should be applied at all and fear that they may be used improperly to control numbers, race, gender, intelligence of people, particularly people in the lower socioeconomic classes. Institutional responses to needs for population control surely must continue to address such concerns.

Hard-core poverty and unemployment are also generating conflict over the viability of current social welfare systems over the need for a minimum standard of living.[48] If individuals have the option, through social welfare, not to work to survive, the work ethic may decline. But the work ethic may also see a rebirth as individuals strive to develop work skills to ease the heavy burden of inflation and scarcity which has so eroded individual security. Widespread valuing of skill development and of independence may emerge as an important path to personal well being. Both may be increasingly seen and sought in the work place and may thus impact the nature of work environments. But it is most likely that any changes in federal and state policy for social welfare systems will not be directed toward closing wealth gaps in society and that social unrest between classes, races, and ethnic groups and between richer and poorer nations will become more severe. The social instability which would

FIGURE 9
SUMMARY OF KEY WELL BEING SECTOR CONDITIONS.

1. Controversy over whether education should or should not advocate or provide human services related to well being or link educational services with other social service agencies.

2. Concern over control of size of population relative to resources as related to quality of life, scarcity, hunger and other human suffering, accompanied by conflict over genetic engineering, abortion, and birth control.

3. Social instability related to hardcore poverty and unemployment, standard of living, the work ethic, and social welfare systems, all of which are reflected in the institutions of education.

4. Controversy over a host of unresolved social issues, including for example housing, nuclear and military systems, euthanasia, and environmental protection, all of which impact educational institutions and bring into question the role of education in social change.

5. Public view of education as both a cause and source of solution to social problems while education is limited in capability to control social mandates, levels of resouces and community values, resulting in the likelihood that traditional role of education and educational leaders will expand.

6. Limits on the future potential for educational effectiveness which flow from the many unresolved social issues which impact educational processes and outcomes and personnel.

inevitably follow would certainly be reflected in the insitutions of education.

Controversy also exists over social responsibility for the conditions in which people live.[49] Urban sprawl and dense housing, urban blight, suburban and rural isolation, and high crime rates make housing a major national problem, especially for the poor and elderly. Urban problems are particularly severe and there is now a press for urban development to integrate neighborhood centers with commercial development to better meet human needs for community, human contact, privacy, physical comfort, and services. Controversies over the human desirability of improved living conditions by comparison to potential impacts on commercial interests will continue to be strong influences in the allocation of government resources for programs and services to deal with problems of social, educational, and economic deprivation and isolation. Future social policy on housing will have great significance for access to education, desegregation, equal opportunity, school boundaries, and funding. Unless these issues are resolved through social policy, public education will be very limited in its ability to meet well being needs for all social groups, particularly the urban and rural poor.

Numerous other current social issues related to well being may be expected to remain controversial into the 1980's and well beyond.[50] Environmental protection, exploration of space, nuclear weapons and waste disposal, world armament, peace movements, military and defense expenditures, energy and natural resource depletion, hand gun control, treatment of the handicapped and elderly, euthanasia, physical and mental health, job stress, abortion, child abuse, child care, gender roles, sexual abuse and harrasment, sexism, racism, equity, alcohol and substance abuse, venereal disease, natural and clinically-based medical treatments, privacy, social isolation and alienation, world food and water supplies, human productivity, juvenile delinquency, housing and treatment of convicted criminals—all are profoundly important issues which impact the well being of all members of society. All are unresolved and controversial. All require some institutional response for resolution.

The moral and ethical dimensions of these social issues have a legitimate place and should be considered in social policy decisions. But it is unrealistic to hope that such issues will be resolved in the foreseeable future, regardless of policy and institutional responses. Education will continue to be confronted with questions about its proper role in advocating, providing, and linking programs and services which attempt to foster or protect well being. Clear answers to these questions will also be elusive. Diverse and frequently polar views of members of society do and should limit any inclination on the part of educators to use the educational system to advocate particular views on, for example, abortion or mental health. Any advocacy of social policy on such issues on the part of educational systems has the potential to expand the traditional role of education in society and to distort the balance between social maintenance and social change functions of education. In the act of

advocating, providing, or linking programs and services related to well being, education may become not only a reactive agent of social change but, to an unprecedented degree, a proactive social change agent.

At the same time, society continues to look to education as both a cause and source of solution to social problems.[51] Public criticism of education is strong and frequent and loss of confidence in the institutions of education is widespread. Yet public hopes for problem resolution through public education continue to be demonstrated. External mandates on, for example, reporting of child abuse, desegragation, and affirmative action continue. However, new federalism and legal challenges may force changes in desegregation mandates. Also, the eventual fate of any Constitutional amendment on equal rights for women would, depending on the outcome, reinforce or give impetus to dismantling of affirmative action, at least for women. Presses for and against sex education and provision of information on birth control and venereal disease are felt throughout the educational system. Internally, such factors as low staff turnover rates, threat of student violence and the intensity of other school problems are forcing managers to be concerned with renewal of the professional energies of staff members, job stress, and mental health.

All of these and other such factors related to well being have implications for social and educational policy, allocation of resources, goal priorities, management actions, staff responsibilities, and curriculum content. Because of the importance and difficulty of the moral and ethical dimensions of well being issues, educational systems can expect both the issues and the role of education to remain in a state of flux. But it is reasonable to speculate that individual well being issues and issues related to securing human rights and dignity for individuals and groups of people (the respect sector) will continue to force expansion of the traditional role of education and educational leadership. Education is now and is likely to continue to be asked to attempt and to accomplish ever more for the good of society with—at least for the immediate future—ever fewer resources.

The nature of the responses that educators and educational systems make to this press will also have strong moral and ethical dimensions and can also be expected to generate heated controversy in both education and society. The social issues involved in the development of well being are volatile and will, through resolution or lack of resolution, greatly impact the future of society and education. Management needs cited in previous discussions of the social sectors will apply here, including in particular needs to consider costs and benefits to society and education and priorities for expenditures related to the pursuit of well being through educational processes. In addition, educational managers will especially need to consider whether a more proactive or reactive management stance on well being issues is more defensible and functional. The stance that educational managers take on advocating, providing, and linking services related to the development of well being has the potential to force redefinition of the role and responsibility of education in society. The

desirability of either stance will remain in question in the years ahead.

Educational managers can expect to be truly on the horns of a dilemma during the 1980's. If managers take a reactive stance to well being issues, control of educational processes will be vulnerable to external pressures and educational systems will be limited in their abilities to respond. If a proactive stance is taken without a societal mandate, educational systems will be faced with inadequate resources to pursue well being goals without seriously draining already thin resources. If a proactive stance is taken even with a societal mandate, it is unlikely that adequate resources would be allocated or that education would be able to contribute definitively to resolution of well being issues. Yet without some proactive response to well being issues, it is likely that schools will have only very limited capabilities to orient school curricula to emerging and future social needs. And in any case, it is likely that high conflict would be generated between society and education over the acceptability of moral and ethical positions on well being issues taken within educational systems.

There will be no easy resolution to this dilemma. It appears that educational managers can expect that society will continue to force expansion of the role of education in society and to look to education as both a cause and source of solutions to social problems. Problems related to securing human rights and dignity for individuals and groups of people as in the respect sector of society will be among the most challenging to be confronted in the 1890's.

PARAMETERS

The Respect Sector

The respect sector represents those forces in contemporary society which are directed toward securing human rights and dignity for individuals and groups of people. Civil rights and special interest advocacy groups, professional associations, volunteer agencies, and in some ways government are the primary institutions concerned with actively initiating and pursuing human rights causes.[52] Efforts to secure rights for racial and ethnic minority groups, females, and handicapped and disadvantaged persons have in fact dominated the education scene at least since the landmark case, *Brown v. Board of Education*, in 1954.[53]

DYNAMIC

The society-education dynamic here reflects long standing ethical dichotomies related to judging the legitimacy and balancing the rights and best interests of individuals and social groups against the rights and best interests of other social groups or larger society. Education is a primary target of pluralistically driven power moves to determine whose rights and interests shall prevail. In this time of scarce resources and competing ideologies, the implied controversies and the most productive educational responses are by no means resolved or determined.

FORCES AND TRENDS

Equal opportunity rights for individuals and groups have been well established in the courts.[54] Specific means for securing equal opportunity rights are less well established. Implementing policies and procedures are generally fueled by the concept that society, through its institutions, has the prerogative and responsibility to mandate controls over the conditions under which affected individuals and groups are served and to expend greater resources on them over short or long periods of time for equal opportunity rights to be achieved. Key conditions related to the respect sector are summarized in Figure 10.

Even in the best of economic times, government involvement in securing equal opportunity—and especially enforcing mandated conditions and providing unequal support for people who have not typically had equal access to social positions and education benefits—has met with both vehement support and opposition.[55] Battles over securing equal opportunity rights have been hard fought in the legislative, judicial, and executive branches of state and federal government, in the political process, in the work place, in the media, and in various forms of advocacy for and against special interest groups. What have for some been glorious victories—the triumph of light over dark—have for others been ignoble, unjust, and sometimes humiliating defeats. Conflict continues unabated over such compelling issues as desegregation to achieve racial and ethnic balance in public schools; removal of architectural barriers to the handicapped in mass transportation and public buildings; free and appropriate public education for the handicapped; gender discrimination in educational programming, particularly athletics; fair employment practices regarding racial, ethnic, gender, and age discrimination, including access, pregnancy, mandatory retirement age, and equal pay for equal work or work of equivalent value; rights to education and rehabilitation of the adult prison population and juveniles in corrections systems; and equal rights for women in all matters respecting government.

FIGURE 10
SUMMARY OF KEY RESPECT SECTOR CONDITIONS.

1. Ethical dichotomies related to judging the legitimacy and balancing the rights and best interests of individuals and social groups against those of other groups and larger society, with education at the center of controversy over whose interests should prevail.

2. Controversy over equal opportunity rights centering on unequal support for "unequal" people, desegregation, education of the handicapped, affirmative action, fair employment practices, and other key issues, all of which have greatly impacted education.

3. Challenges to established equal opportunity rights emerging from economic decline, new federalism, political conservatism, educational triage, reverse, discrimination, and other forces, all of which have brought educational responsibility for securing equal opportunity, particularly for the handicapped, into question.

4. Increased political activism of at-risk and other special interest group advocates to secure resources and services in competition with other groups, which must be balanced in society and in education against the needs and rights of the "normal" population.

5. Need to confront problems related to equal opportunity including the absence of a comprehensive social service policy, and burden of costs on education, values and service priorities, social costs, ethical management behavior, legal standards, and funding, all of which keep the role of education in flux.

Such issues in fact generate volatile conflict which, even in a healthier economic climate, would be expected to continue well into the future. But the current economic, political, and social climates are already changing ground rules for battle and shifting balances of power in ways which may cause fundamental changes in equal opportunity rights, particularly enforcement of special conditions of service delivery and unequal (if equitable) financial support. Economically, declines in available resources make it difficult for institutions to respond to any social needs, including the high-cost needs of at-risk populations. If shifts in burden of costs from federal to state and local levels which appear to be emerging from the new federalism hold into the 1980's, sources and amounts of program support will remain uncertain and decision making will therefore continue to be greatly complicated. Federally allocated funds, already inadequate to mandates, would certainly decline.[56]

Politically, generational and cyclical shifts between liberal and conservative political views and balances of power while now on a conservative swing could, especially with Congressional elections looming every two years, be swiftly reversed. Current moves to rescind, deregulate, and demandate human service programs may or may not survive politically. Growing opposition to Reagonomics and the severe cuts in social services which have characterized the new federalism may have a backlash effect as people reexamine costs and benefits of social service. But, if the sovereign states are successful in the current effort to call a Constitutional Convention to consider placing restrictions on the current trillion dollar federal debt ceiling, other constitutional issues may also be considered. This as well as proposed legislation to limit the powers of the Supreme Court could place not only funding but now constitutionally guaranteed rights in unprecedented jeopardy.[57] Equal opportunity rights stand to be among those affected. This is a continuing threat regardless of the success of current efforts since similar legislation may be proposed or a Constitutional Convention called at any time.

Social [illegible] present but now more openly stated belief in social and educatio[illegible] emerging as a potent counterforce to advocacy for the rights of special at-risk groups. Social and educational triage strongly parellel the medical triage concept and refer to giving priority for expenditure of public dollars and for service to those who can benefit most from service and contribute most to society. Reverse discrimination issues are also having an effect as the white majority and white male populations become more active in seeking to protect their own constitutionally guaranteed rights.

The rights and treatment of all special at-risk groups stand to be fundamentally affected by the influence of social triage and reverse discrimination concepts in social and educational policy.[58] The interests of racial, ethnic, gender, and socioeconomic groups will continue to surface through the 1980's and beyond. Because of scarce resources, competition for priority in expenditures and services may intensify between these groups. A major civil rights issue in the coming years will be the rights of older Americans. Their power

will surely affect the schools, especially if the median age of school personnel and community members continues to rise.

But the focus of attention in educational policy and service delivery is now, and can be expected to remain into the 1980's, on the handicapped population. The rights and best interests of the handicapped population relative to the rights and interests of other social groups and larger society are clearly at issue. The high costs and operational difficulties of educating and coordinating treatment for the school age handicapped population (0-21 years) have challenged the capabilities of every educational system. Special education services mandated under the provisions of federal legislation have been grossly underfunded, at less than twenty percent of expected funding levels. Yet the mandates for costly service have continued with the financial and human costs being borne more at the state and local levels.[59]

There is little question that many triumphs have occurred because of federal mandates, including not just identification and placement of previously unserved children, but also correction or improvement of learning problems that have allowed many children to fully join the social and educational mainstream. But it is also true that many handicapped children will never be cured or even substantially improved. In addition, the numbers of handicapped children and adults are now increasing. The first source of increase is improved sophistication in diagnosis of handicapping conditions. This applies most to the milder, high incidence educational handicaps, especially learning disabilities. (LD). The second source of increase is the growing capability to save and extend human life through medical advances. This is producing increases in the numbers of infants and trauma victims who survive, but who survive with severe and profound handicaps and handicaps which have not previously been part of the human experience. The costs of fully meeting implied educational needs would be enormous under current mandates.

If, as now appears certain, some deregulation of special education occurs from the federal level, some of the current heavy financial and operational burden of educating and coordinating treatment for the handicapped population may be relieved. But in any case, educational systems will still be confronted with the need to provide some service, heavy costs, operational problems, and growing public resentment. It is questionable whether public support for providing the educationally handicapped a free and appropriate public education in the least restrictive alternative can ever be achieved when the educational needs and rights of the population of children and adults in the so-called normal range are (or are perceived as being) unmet.

Operationally, educational systems can expect to be targets of increased activism and strident advocacy for the civil and educational rights of the handicapped and other at-risk populations and for the rights of the "normal" population. Well organized moves to continue major federal and state mandates for services to at-risk populations and to allocate adequate categorical support dollars will continue to be countered by moves to

deregulate and rescind currently mandated programs and services, to provide any services under block grants rather than categorical funding, and to extend individualized educational programming concepts to the normal population. Educational systems can also expect to be increasingly involved as both defendant and plaintiff in litigation as advocates for special interest groups challenge the system through the courts and as educational systems are forced to seek clarification through the courts of their options and responsibilities relative to those of parents. Responsibilities for medical and other related services are particularly at issue.[60]

In the interests of cost effectiveness and financial survival, educational systems will also be forced to press, in the courts if necessary, for sharing of the burden of the costs of providing psychological, social work, psychiatric, medical, and other related services with other public agencies. The absence in most states of a comprehensive and coordinated social service policy places excessive burdens of costs and delivery of these very necessary services for the handicapped on the educational system.

In addition, it will be increasingly necessary for educational systems to examine hiring and staffing patterns and programming and administrative options so that maximum flexibility and effectiveness is achieved. Cross- and non-categorical programming will likely prevail even though these may be (or be viewed as) dumping grounds for problem children. It is also likely that more and more administrators will be tempted to place an informal (and probably illegal) internal ceiling on the numbers or percentages of identified handicapped students which will be tolerated in any system. Relief of the burden of costs may ultimately alter these trends, but in the meantime, increased presses for local control of the tax dollar and how it is spent are likely to emerge. Block funding may find increasing acceptance at local levels.[61]

Philosophically, with respect to education of the handicapped and other at-risk populations, educational systems will also be confronted with the very critical task of participating in clarification of social definitions of equity and equal opportunity. Deregulation and rescission are actions which have important moral and ethical dimensions and which may contribute to altering social understandings of the meaning and role of education and of the nature of humanness.

Educators and the educational system should expect to initiate and participate in dialogues about the meaning of equity and equal opportunity, about the importance of early intervention in solving educational problems, about what is in the best interests of society, and about what are appropriate and equitable expenditures of tax dollars. The long-term costs to society of maintaining adults who because of actual educational handicaps or functional handicaps, are unable to maintain themselves economically are and will continue to be extremely high, both in financial and human terms. This factor must surely be a major consideration in development of a social and educational policy concerning development and use of human resources.

Policy responses which ignore or greatly underestimate both types of costs will almost certainly contribute to social unrest and to social fragmentation, as previously discussed.

Educational managers will also need to be particularly sensitive and cautious in their use of power as state and local systems continue to provide programs and services to at-risk populations. With scarce resources, there is a growing potential for managers to place themselves and education staff members in legally and ethically questionable or untenable positions as they may be tempted to seek to circumvent service mandates in the interests of costs savings. While cost factors may be overwhelming, reports of managers directing staff members to circumvent mandates by closing their eyes to educational needs and by failing to recommend appropriate services (as in interdisciplinary staffings of special education students) surface with some frequency. Such reports may well find their way into the courts and, if legally substantiated, could have devastating personal and systemic effects.[62]

All of these respect sector forces and forces being generated in the wealth and other sectors point to the emerging need for educators to clarify, define, and defend programmatic essentials and legal standards, and to actively participate in aggregating and securing adequate funding. But educators will continue to be understandably troubled by questions of how to respond when clients expect to receive mandated services, irrespective of costs. It will also continue to be difficult to decide if and when to inform clients of their rights to services when they are not aware of them and when there are substantial costs involved. How these forces unfold will be very dependent on what individuals and society perceive as "right" (the rectitude sector). The stance that is taken by educators in the 1980's about responsibilities for educating at-risk populations irrespective of mandates will not only mark the character of education but also shape the future of education and society.

PARAMETERS

The Rectitude Sector

The rectitude sector of contemporary society is concerned with social values, behaviors, and attitudes which are and are not considered to be "right and proper." The establishment of mores, norms, and common practices within the context of socially defined and accepted limits is of great importance to any society. It is through agreements on what is right and proper that individuals and social groups maintain moral and ethical behavior and are able to predict and interpret the behavior of others. Both are essential to basic social functioning. Judicial systems and religious organization are the most visible organized means for defining and sustaining standards of what is right and proper, although behavior standards tend to be reinforced throughout all the

institutions of society.[61] But because of social pluralism, the full range of behaviors which are acceptable among different groups and which will be exhibited in educational settings is actually quite wide.

DYNAMIC

The crucial society-education dynamic is that educational systems are microcosms of society. Behavior in educational systems is culturally entailed. This is entirely normal and in fact necessary for education as well as society to function. A key problem for education, however, is that behavior which is considered to be socially acceptable in some situations, even when exhibited in good faith, may or may not be appropriate to meet the educational needs of diverse client groups or to resolve those social problems which are manifested or caused in the educational setting. Delivery of apporpriate educational services may require substantial changes in prevailing senses of what is right and proper. Further, the potential always exists for the norms of educators as a group to conflict with those of society.

FORCES AND TRENDS

Historically, social and educational worlds, in whatever forms they have taken, have manifested and revealed traditional or emergent social agreements on right and proper behavior. To a great extent, the common culture of contemporary American society continues to shape public education and give it forms and qualities which are recognizable and familiar from state to state and city to city. School architecture, classroom arrangements, teacher-student relationships, administrator and teacher roles, curricula, and school boards have been in the broadest sense familiar and known to virtually every American. Differences have, of course, existed but there has also been a greatly in-common schooling experience which has been both a product and reinforcer of common and mass cultures. Because of social pluralism and fragmentation, the traditional in-common schooling experience has become increasingly vulnerable to change. Whether a new common experience will emerge is uncertain. Key conditions related to the rectitude sector are summarized in Figure 11.

In the decade of the 1980's, American public education will continue to witness and experience significant shifts in social definitions of right and proper behavior which will impact the schooling experience. Numerous forces for change and stability which reflect social definitions of correctness have already been cited in the previous discussions of the power, wealth and other social sectors. A single key point specifically related to rectitude emerges from these previous discussions. It is possible that certain social conditions have persisted—even when they give every surface appearance of being dysfunc-

FIGURE 11
SUMMARY OF KEY RECTITUDE SECTOR CONDITIONS.

1. Potency of views of "right and proper" behavior in functioning of society and education confounded by the possibility that accepted behavior may not be appropriate to solve social or educational problems.

2. Vulnerability to change of traditional in-common schooling experience due to social pluralism and fragmentation and shifting views of what is "right," leading to uncertainty whether a new view of "schooling" will evolve.

3. Conflict over what social conditions are functional for individuals and society and standards, for example, for wealth distribution, shared power, race and gender roles, sexuality, and human relationships, all of which involve and impact education.

4. Conflict over the emergence of acceptance of religion in government and public affairs as right and proper behavior and the threat of legislated morality in a morally pluralistic society, potentially producing far reaching changes in society and education.

5. Cyclical shifts in social consciousness due to absence of a single durable scale of values and the need for education to continually respond to competing value systems.

6. Ambiguity over educational problems, solutions, and practices and management strategies to achieve socially and educationally acceptable standards.

tional for society—because they in fact have represented prevailing norms for right and proper behavior and have served a utilitarian function. As but one critical example, the wealth gap between social classes may have persisted in substantial part because of a prevailing norm among those who hold power that this is acceptable and useful to maintain society.[64]

But in the 1980's potent worldwide presses for shared power and unrest precipitated by increasingly extreme wealth gaps between rich and poor will make this view more unacceptable at least to the lower socioeconomic classes and a danger to individual and world survival. Motivated by power and wealth factors, political assassinations which have become commonplace in the European and Third World countries and other forms of politically motivated violence worldwide attest to the individual danger and forebode the ever present possibility for war.

It is unreasonable to contemplate a future in which public education would be immune to or unaffected by worldwide efforts to close wealth gaps and to force shared power to be perceived as right and proper behavior. Access to funding, relationships to community, educational goals, and hierarchically-based interactions stand to be affected, as previously discussed. The emergence of shared power as a cultural premise would also have the potential to substantially define the parameters, process, and substance of resolution of all the previously cited issues, including for example, biomedical ethics, environmental protection, labor roles, and equal opportunity.

A major concern for society and education for the 1980's and beyond in fact has to do with whose power will be shared and to what end. This concern stems from the strong conflicts which now exist over emerging and significant shifts in the principles or values which govern social behaviors and over what, if anything, is consistently or non-situationally right and wrong behavior. Religious groups continue to provide strong stabilizing influences in the areas of morality and ethics, but these influences will not characteristically reflect the actual range or substance of behaviors which are viewed as acceptable and correct by at least some members of society at large.

For every social force which looms over education there is a counter-force.[65] Racism may be taking different forms, but it is still a severe problem which is felt throughout society and in education. Gender roles are expanding and more white and black women than at any other time in history are attaining higher education and entering the professions. But extreme opposition to changes in traditional roles among some women and men make it likely that traditional roles will remain strong for at least the short term. Adult and teenage sexuality and the duration of human relationships are being redefined, but traditional values make these redefinitions far from universal. People are becoming increasingly aware of the fragile relationship between humans and the environment, yet public interest efforts to protect the environment and to end nuclear proliferation are countered by strong commercial and military interests. Violent crime is seen as completely unacceptable to a great majority

of people and there is a growing public attitude that it must be stopped. Yet, at the same time, white-collar crime continues to be widely tolerated even though social and human costs are very high. And, growing desires for personal freedom are being met by the opposing, if appropriate, demand that freedom not be exercised at the expense of others.

Each of these forces represents a social definition of correct behavior. Similarly opposing forces can be identified for virtually every issue cited herein. The power of such opposing forces ought not be underestimated. These forces will be felt in the institutions of society and education throughout the 1980's as people's behavior continues to be guided by conceptions of what is right and proper. But a new dynamic is emerging in this process which, together with the concept of shared power, has the potential to produce social and cultural cleavage. That dynamic is the entry of religion into government and public affairs.

Separation of church and state has been constitutionally guaranteed and over the generations has taken on the force of a cultural premise. Although religious groups have rightly and properly expressed opinions about civic issues, there has been no parallel in contemporary America to current efforts by some religious groups to influence governance processes according to specific religious and political views. These groups have been characterized as seeking to elect single issue candidates, to influence legislation, to expand the power of Congress to interpret the Constitution, to limit the powers of the United States Supreme Court, and to change existing rules for Constitutional amendment. Currently proposed and any future legislation emerging from these groups could change existing laws on for example abortion, public school prayer, and busing into forms which satisfy only narrow religious interests.[66]

Regardless of the merits and outcomes of these particular issues at this time, American society now faces a potentially very real threat of legislated morality in a morally pluralistic society. It is perhaps too early to know what the power of such groups will be. But if separation of church and state were to be replaced during the 1980's by the premise that religious involvement in governance and public affairs is right and proper, then fundamental and far reaching changes in society and education would be expected to follow. Many strong forces for social stability make this eventuality appear unlikely, but it remains an early or eventual possibility.

In the midst of these controversies, there is also growing uncertainty about what should in fact be individual and social standards for right and proper behavior. There is no single durable scale of values on which to base a response to this point. The absence of such a reference point surely contributes to the alienation, anomie, and turning inward that some members of society—including some of society's youth—appear to be experiencing. But a single durable scale of values is not likely ever to emerge in pluralistic America and social consciousness cannot therefore be expected to be uniform or consistent over time.[67]

All of these conflicts, shifts, and uncertainties in social definitions of right and proper behavior will impact society and education into the indefinite future. Educational systems will be pressed to respond to competing ideologies which represent both more traditional and more liberal views. These competing ideologies can be expected to generate forces for curricular control such as now evidenced by the evolutionism—creationism conflict. They can also be expected to heighten existing conflicts over federal, state, and local control of education; centralized and decentralized management systems; rigid and flexible codes of conduct; and standardized and diversified forms of educational service. While these types of impacts are not new, they will unfold at a time of expansion of the parameters of acceptable human behavior which will make appropriate and equitable management response more difficult to achieve.

One of the greatest difficulties will lie in the need for educational managers to determine what standards for proper behavior do and do not meet the educational needs of diverse clients, to maintain appropriate behavior, and to foster change in administrator, staff, and client behaviors which do not meet those needs, even when otherwise socially acceptable and evidenced in good faith. Efforts to meet this need can be expected to be very fallible given that managers' behaviors and views of what is right and proper may or may not be appropriate or educationally defensible from situation to situation or at all.

Managers can expect to continue to live with ambiguity over what are in fact educational problems for diverse client groups and what might be appropriate and defensible solutions. No permanent definitions of "good teaching," "good management," "good programming," and "good education" can be expected to emerge. No final answers are forthcoming on handling unruly students, dealing with student drug use at elementary and other levels, serving the gifted and talented, upgrading teachers' professional competence, coping with alienation and disaffection of students and staff, handling psychic stress associated with change efforts, resolving different societal standards of correct behavior for different social groups, or on any other educational problem. No universal keys are apparant for determining what behaviors need to be changed, what new behaviors should replace the old, and how to produce desired behavior changes. Managers can expect to continue to struggle daily with situational problems and to resort to situational ethics to find workable and defensible solutions to those problems.

As with the respect sector, educators and educational systems should expect to initiate and actively participate in dialogues concerning social and educational definitions and parameters for right and proper behavior. This will be essential not only to protect the interests of diverse client groups, but to bring focus and clarity to social parameters for management behavior and the conduct of schooling. Managers and other educators will be limited in what they can achieve if educational need require behavioral responses which are different from community or system norms, as in, for example, norms for personal conduct or curriculum content.

Expanding the range of alternatives for "right and proper" educational governance may be essential to meeting the many educational problems of diverse client groups. This will be among the most difficult management tasks but is filled with opportunity and promise for educational improvement. This opportunity will be greatly influenced by the emerging state of knowledge, as in the enlightenment sector.

PARAMETERS

The Enlightenment Sector

The enlightenment sector includes processes by which knowledge is developed, protected, and extended both in individuals and in society. The philosophic, scientific, and artistic capabilities of society are located in this sector as are the storage, cataloging, and transmission processes through which information and creative expression are communicated. The principal institutions of enlightenment are education, research units, libraries and museums, and media. Education is at the center of enlightenment processes and of controversies over how enlightenment should be achieved for individuals and society.[68]

DYNAMIC

But the key society-education dynamic has to do with the potential for education, through reinterpretation or advances in knowledge, to affirm the traditional social order or to contribute to development of new, perhaps non-traditional social orders. While development of knowledge and forces for change may be both dramatic and potent, scarcity of resources and ambiguities over the desirability and attainability of new social orders may limit human advancement through enlightenment.

FORCES AND TRENDS

Two fundamentally opposing sets of social forces are at work here. First, as has been noted, society is experiencing an increase in the severity, scope, and urgency of social problems as evidenced, for example, by spreading nuclear capability, world hunger, and the culture of poverty. At the same time, there is increasing recognition of world interdependence and needs for holistic treatments to solve social problems. But these are countered by a decline in the dominance and influence of the Western idea of progress or continuous human

advancement. Contemporary society is characterized by wide-spread public disbelief that social problems can ever be solved and that human society can continue to advance to higher or more desirable states, regardless of the amounts of knowledge and monies that are applied.[69]

Second, society is also experiencing great technological advances and elaboration. As noted, a deep technological consciousness is infused in the forms, structures, and processes of social institutions and social life. These are contributing to changes in the meaning of social life and relationships between people and their environments. But technological advances are countered by widespread public disbelief in the idea that technological developments can solve social problems. There is in fact a growing belief that technology causes or contributes to social problems. Further, society is also experiencing public resistance to computer and other technological advances and applications. Such resistance stems, at least in part, from rejection or fear of the possibility for creeping technicism or anti-humanism which may accompany technological developments.[70] These factors also relate to decline in the Western idea of progress. A summary of key related enlightenment sector conditions is given in Figure 12.

Belief in the idea of progress has, for better or worse, shaped the course of Western history and fueled a spirit of idealism, acts of pioneering innovation, and a sense of purpose and direction in the development of contemporary American society. But the idea of progress, because of its emphasis on continuous growth, can also be seen to be a major historical root of contemporary social problems. Decline in the idea of progress in synonymous with change in one of the most basic of American cultural premises. While it is unquestionably too early to assess the ultimate extent and impact of decline in the idea of progress or to predict eventual outcomes, the fate of this premise will greatly influence the future of society and education.[71]

Decline of the traditional idea of progress as a cultural premise can be interpreted both positively and negatively. Positively, current economic and materials scarcity suggest that it may be essential to world survival to redifine growth potentials, to reassess what constitutes human advancement and quality of life, and to reorder social life to be in greater harmony with the natural environment. Decline of the idea of progress may aid the expansion of this view. Negatively, loss of faith in progress and the solvability of social problems may tend to inhibit development of new knowledge necessary for survival under any conditions and to foster moral cynicism about social goals and human potentials. What appears to be emerging in society is a recognition of need for a plan of controlled growth to meet short and long-range social needs.[72]

It can be expected that development of social and educational policy during the late twentieth century will be impacted by the interplay of forces related to the idea of progress. For the present and immediate future, much human activity will continue to center on knowledge generation, knowledge

FIGURE 12
SUMMARY OF KEY ENLIGHTENMENT SECTOR CONDITIONS.

1. Limits on potential for enlightenment to contribute to social change and human advancement due to scarcity of resources and unclear or unattainable goals.

2. Conflicts in social forces generated by declines in the powerful Western idea of progress, technological advance and rejection, and growing needs for controlled growth and holistic solutions to severe social problems in a complex, interdependent world.

3. Great, sobering gaps between the current explosion of knowledge bases for human advancement, in for example, biomechanics, microelectronics, and achieving schools and the knowledge still needed to respond to social problems, challenging the role of education in knowledge generation.

4. Opportunity and need for education to be thoroughly redefined to better respond to social problems, to produce new world leaders, and to capture the promise of new technologies, new structures, new practices, new curricula, and other advances in enlightenment.

5. Pressing needs to control treatment of information as property in educational processes and to operate from a complete knowledge base which merges oral and written cultures of educational management.

acquisition, and knowledge application. It is not clear what role such activity will play in the evolution of the idea of progress or how these activities are being affected by the interplay of related forces.

But it is evident that there is no comprehensive systematic plan in the public or private sectors to channel enlightenment processes to meet needs for controlled growth. Certainly the human and technical knowledge base continues to expand as evidenced by major scientific advances in, for example, biomechanics, genetics, cancer research, agronomy, telecommunications, and microelectronics. Current research on, for example, labor relations, equity in school finance, biofeedback, brain hemispheres, and successful schools is also expanding the knowledge base on schooling processes. In support of knowledge generation, the federal government and other public and private agencies continue to find monies which, even though limited, help to gain new information about education and to provide technical support for dissemination and utilization of findings. New areas for creative expression continue to be found in the visual and performing arts and in literature.

In some respects, contemporary society is experiencing a knowledge explosion of unprecedented scope. But there are still great and sobering gaps between the knowledge that is needed to respond to social problems and the knowledge being generated, acquired, and applied. This may be part of the human condition but nonetheless will increasingly bring the role of education into question as society seeks to narrow these sobering gaps. Levels of public confidence or lack of confidence in the solvability of social problems will of course influence the intensity of pressures on education which are generated and the speed with which education will be expected to respond.[73]

If, as now appears probable, society continues to move toward controlled growth as a cultural premise, education can expect to be called on to provide leadership for development of new society-education agreements on workable goals and priorities for schooling. Society may also look anew to public education to produce a new generation of national and world leaders, well equipped to deal with social problems. Education will also be expected to contribute to social and educational policy development and planning to achieve controlled growth goals.

Through these processes, educators and educational institutions will be presented with singular opportunities to influence how enlightenment is achieved for individuals and society. It would be unfortunate if educators were to respond to these opportunities only or primarily within existing conceptions of schooling. Even when "successful," current schooling processes have left much to be desired in the education of young people.[74] And, schooling needs of the future will undoubtedly be very different from those of the present and past. The high labor costs of current educational delivery systems together with the exploding home computer markets make it possible that the schools of today will be nonexistent in fifty years, twenty-five years, or sooner.

While this may be speculative, the point is made to reinforce the idea that

future processes of generating, acquiring, and applying knowledge need not and perhaps ought not mirror those of the present. In the 1980's, managers will likely be confronted with a two-edged task, to redefine education and to oversee transitions from old to new. How great the difference between old and new is now uncertain. But how education is eventually redefined will be greatly influenced by the fate of the idea of progress and the interplay of all of the forces for change and stability being generated in the various social sectors.

Among the most potent of these forces are presses for shared power, the emergence of new and pluralistic family-based composite value sets, changes in labor roles and skills, economic scarcity, gaps in wealth and labor skills between social groups, needs to provide for social services related to well being, and presses to balance the relative rights and needs of individuals, social groups, and larger society. Every existing assumption about educational goals and processes will need to be examined. Compulsory schooling, student-school interfaces, curriculum content, and technical support systems now appear most vulnerable to change. It is also possible that in the near future, education will be forced to abandon those high cost and other programs which are not considered to be educationally necessary. Responsibility for these kinds of programs, including extracurricular and athletic programs, and the desirability of their being provided at public expense will surely be considered as education is redefined.

To accomplish even modest transitions from old to new, managers will confront a growing need to tap deeply into existing knowledge bases and actively participate in generating, acquiring, and applying new knowledge. Trends towards explosions of knowledge in nearly all fields imply that education in the future must be not only an agent but a product of enlightenment if it is to contribute to resolution of social problems.

Two final emerging trends for the 1980's are apparent. First, as education undergoes transition, managers will increasingly be faced with the need to recognize and close any gaps between expressed values and actual levels of operational functioning of educational systems. Gaps between what people think or say that they do and what they actually do may be wider in times of change than in times of stability and may make it more difficult to see or solve emerging educational problems.

A very important example relates to the tendency in all of society for people to treat information as property to which only some may have access. When access to educational experiences and educational achievement are found to be patterned along racial, ethnic, gender, and socioeconomic lines, conscious or nonconscious treatment of information as property, with only some individuals or groups having access, may be a very significant contributing factor.[6] Monitoring of this dynamic will be increasingly important as information and information technologies expand during the 1980's.

The second trend relates to sources of knowledge for managers. Educational managers in the twentieth century have relied on two rich sources of

knowledge, the written and the oral cultures of educational mangement. As society and education have become more complex, oral and written knowledge have become less similar and consistent. Social conditions in the late twentieth century will make it increasingly necessary to assure that the knowledge base from which managers operate is accurate and complete. While often rich in insight and detail, the oral culture is the more vulnerable as a base for decision, action, and accountability. Some careful merging of oral and written cultures is clearly needed. This would make it more possible for managers to understand what "works" or is effective in education and what is not and to attempt to reproduce effective schooling processes in society as a whole.

PARAMETERS

Society As A Whole

For the future, effective schooling will be defined in terms of emerging conditions and needs in society as a whole. Society is driven, not by forces in separate social sectors, but by the interplay of sociological, ideological, and technological forces across all of society. As previously stated, social structure or role systems, ideologies or values and belief systems, and the body of technology or knowledge related to the production of goods and services are the fabric of social life. It is around roles, values and beliefs, and technologies that we weave our individual and collective realities with respect to power, skills, wealth and the several other social sectors identified by Lasswell. Sociology, ideology, and technology are inherent in and across these social sectors. Our senses of what is desirable and not desirable to strive for as well as what is possible and not possible to achieve flow from or center around these realities.

DYNAMIC

In a pluralistic society, numerous and frequently contradictory role systems, belief systems, and technologies exist simultaneously. There is no single whole cloth but several of different hues, patterns, and textures. Common and mass cultures reflect commonalities between at least the dominant subcultures. The major dynamic between education and society as a whole is that education is a culture carrier and a primary vehicle for transmitting culture from generation to generation.

FORCES AND TRENDS

Examination of current social forces and trends in terms of society as a whole leads to questioning of the ways in which society continues to resemble the past and of the ways in which society is undergoing change. Both change and persistence are occurring simultaneously. But there is great strength in the argument that society is emerging in the decade of the 1980's as more same than different in those essential features most related to the role of education in transmitting culture. Figure 13 contains a summary of key related conditions in society as a whole.

Important evidences of difference are everywhere. Society is becoming more pluralistic in values and lifestyles. Social institutions and technologies are more elaborated and complex. Labor and personal roles are proliferating. Individuals are taking more roles simultaneously. Men and women are integrating greater numbers and types of behaviors into their behavioral repertoires. Ethnic subcultures are experiencing a resurgence. Creative expression is flourishing in ever new forms. Human relationships and communications are being experienced in new contexts. People, including young people, are becoming more sophisticated in knowledge and behavior. Human control of the natural environment is expanding. There is so much difference in such areas as these that some people are also actively seeking ways to simplify their institutional and social worlds and lives. Many other evidences of difference in society are stated or implied in previous discussions.

But sameness also permeates society. A social structure which presumes superordinate and subordinate relationships continues to dominate institutional and social life. Society continues to function around social class divisions which separate people according to wealth and status. Lower socioeconomic classes continue to have a disproportionate share of racial and ethnic minority populations. Female and minority groups continue to be overrepresented in low paid, unskilled jobs. Society continues to have a ruling class which controls society's wealth. And it continues to be very difficult for people to move to a higher socioeconomic class or to escape social definitions of correct social roles and behavior for their class, caste, or gender.

The argument can be made that a long existing trend is simply continuing into the 1980's and that society is now replicating or reproducing itself from generation to generation in class, caste, gender, labor, power, and wealth roles.[80] With economic scarcity and increasing wealth gaps between social classes, it is likely that these roles will become more firmly entrenched in the 1980's in society as a whole, although differences between individual people can always be expected. As a carrier of culture and as a primary social vehicle for transmission of culture, education has and will continue to play a critical role in cultural reproduction of class, case, gender, labor, power and wealth roles. Depending on viewpoint and circumstance, this may be or be seen as both functional and dysfunctional.

FIGURE 13
SUMMARY OF KEY CONDITIONS IN SOCIETY AS A WHOLE.

1. Power of the interplay of often contradictory role, values, and knowledge systems to future paths of a pluralistic society.

2. Evidence that society as a whole is undergoing major change, for example increased pluralism and complexity, expanding labor and gender roles, flourishing creative expression, and greater environmental control.

3. Evidence that society is more same than different in those essentials most related to education, including social structural and class divisions and replications of class, caste, and gender roles.

4. Controversy over whether continued replication of society is functional or dysfunctional, accompanied by challenge to managers to know what is and is not changing in society and to then appropriately govern the social change and social maintenance functions of education.

To the extent that society continues to reproduce itself, the future is known in broad concept and pattern if not in specific detail. As society evolves, some roles, some beliefs, and some technologies will continue to change while others remain quite untouched or lag far behind. Knowing what is significantly the same and significantly different, where, when, and for whom will continue to be a major challenge, a challenge tied to the power of sociology, ideology, and technology, to culture.

Most important, the many forces that are shaping the future of society and education are in fact widely contradictory or at polar extremes (see Figure 14). Each of these (previously discussed) forces may at any time have more or less potency for different people and situations. What, for instance, can be predicted about the specific futures of political liberalism and conservatism, of centralization and decentralizatoin of governance, of unity and fragmentation in society as a whole? The interplay of such powerful opposing forces cannot be predicted with certainty. The specific future of society as a whole remains to unfold and to be shaped through futures planning.

That society may be reproducing itself in ways that so greatly influence people's lives clearly dictates the need for managment of educational futures to be based on ethical positions relative to the role of education in both culture change and culture reproduction. Effective management strategies will require attention to broad concept, pattern, and detail. But, consistent with the Rubik's cube analogy, our abilities to interpret and shape the emerging future will be confounded by the interplay of social forces across all of society.

As illustrated by previous discussions, culturally entailed social institutions, role and value systems, and technologies play powerful roles in defining and meeting or denying needs for human rights in society as a whole and in the power, affection, skills, wealth, well being, respect, rectitude, and enlightenment sectors of society. The changing circumstances of society and education and the strong impacts of the quality of education on society as a whole and on the lives of individual people make it essential that human resources and energies be directed toward accurately diagnosing and then responding in meaningful ways to these emerging social forces and trends.

FIGURE 14
SAMPLE OF MAJOR OPPOSING FORCES SHAPING SOCIETY AND EDUCATION.

FORCE	COUNTERFORCE
1. Social unity	1. Social fragmentation
2. Political liberalism	2. Political conservatism
3. Problem scope, severity, and interrelatedness	3. Decline in faith that problems can ever be resolved
4. Technological advance	4. Technological rejection and suspicion
5. Rapid change	5. Information lags and obsolescence
6. Expansion of wealth and skill gaps and permanent underclass	6. Decline in growth potential needed to close gaps
7. Perception of rights to goods and services	7. Decline in purchasing power and ability to aggregate goods
8. Globalism	8. Nationalism
9. Public interests	9. Business interests
10. Rights of individuals and social groups	10. Rights of larger society
11. Rights of special at-risk social groups	11. Emergence of concept of social and educational triage and reverse discrimination
12. Need for labor roles to be trained for and filled	12. Need for labor roles to be accessible by all social groups
13. Responsibility and need for governance	13. Breakdown in confidence in higher authority
14. Government regulation	14. Government deregulation
15. Centralization of governance and power	15. Decentralization of governance and power (shared power)
16. Cultural pluralism	16. Common culture
17. Alternative lifeways	17. Traditional lifeways
18. Knowledge explosion	18. Knowledge gaps
19. Social change function of education	19. Social maintenance function of education
20. Culture change	20. Culture reproduction

...reviews two major sets of conditions which are likely to confound futures planning: interpreting societal inputs and managing educational processes and outcomes.

IV. Confounders To Futures Planning

Futures planning can be confounded or confused by many factors, so many that there would be wisdom in caution about predicting or planning for the future solely on the basis of any discussion of social forces and trends. These forces tend to occur cyclically. Because society is driven by a basic will to survive, forces which seriously threaten the existence of society are likely to be brought under some form of at least temporary control. But the many forces which impact education may be difficult to identify or control, even when the most sophisticated futures forecasting and planning strategies are used. The purpose here is not to review or critique these strategies but to briefly consider the confusion in futures planning and the opportunities for educational improvement that can be anticipated when education is viewed in terms of an input-transformation-output (outcome) model.[81] Effective futures management requires that:

- **Inputs** to the system be appropriately identified and interpreted. But, because of the power of interaction of forces and intervening conditions, the information on which managers make decisions may in many cases be grossly inaccurate or subtly deceiving and misleading.

- **Transformation of inputs** be sufficiently controlled so that educational processes yield the planned and appropriate *outcomes*. But, because of the great difficulty of this task and the possibility that management strategies will be based on wrong or deceiving information, it is likely that unplanned and inappropriate outcomes will occur with far greater frequency.

These sources of possible confusion in futures planning and implications for creating new futures can be better understood through discussion of a few salient points about interpreting societal inputs to education and about managing transformation processes and educational outcomes.

Interpreting Societal Inputs

Interpretations of societal inputs to education provide a major information base for management decision making. Arriving at appropriate interpretations is a very mischievious affair. The power of interaction of social forces and of the host of factors which may intervene in educational processes are well known. Such factors as the specific conditions that exist in society, situational contingencies, serendipitous events, limited knowns, unknowns, management strategies, and independent variation of conditions all interact with and intervene in events which occur in the several dimensions of our rich social world (see Figure 15). All of these factors are thus planning confounders because, as they interact and intervene, they change the conditions which managers are observing and confuse our abilities to interpret what trends are ocurring, how they are impacting education, and how to then "control" educational processes and outcomes.

Numerous examples of such confounders have been stated or implied in previous discussions. Using only new federalism as an example of a specific condition that exists in society, it is quite obvious (referring to Figure 15) that, because of the power of interactive effects, new federalism will differ greatly throughout society in terms of both the forms that it takes and how it impacts education as well as power, wealth, well being, and the various other social sectors. New federalism will occur differently (or vary independently) from state to state and region to region and cannot be treated as a uniform phenomenon in management planning. Similarly, wide differences from place to place in situational contingencies, serendipitous events, unknowns, and the other confounders noted above must also be assumed in planning.

In terms of appropriately interpreting societal inputs to education, there is thus considerable risk to futures planning if managers rely primarily or solely on aggregate information about trends in society as a whole to predict trends, impacts, and strategies for national, regional, state, or local educational systems. Some balance must be struck between using aggregate and situation-specific information as bases for management decision making. Without both kinds of information, it is certain that mangers will interpret inputs from society as a whole and those nearer their own management spheres in ways that are simply—although not harmlessly—incorrect. National, state, and local policy development are very subject to this same high risk. It follows that without appropriate policy and information bases for decision making, effective educational processes and desired and planned outcomes will be difficult or impossible to achieve.

Independent variation of conditions, noted above as major confounder, is a particularly slippery source of mischief and confusion in futures planning. Not only may any social condition—such as new federalism, economic development, or educational policy, for example—occur differently (vary independently) from place to place. Also, the *form, meaning, use,* and

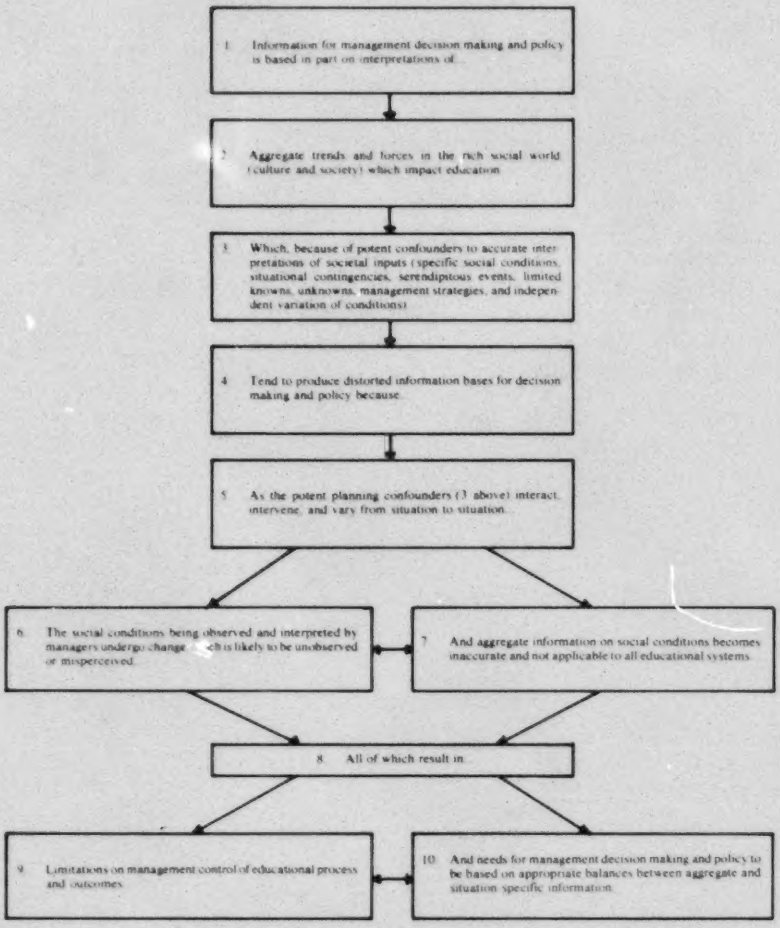
1. Information for management decision making and policy is based in part on interpretations of...
2. Aggregate trends and forces in the rich social world (culture and society) which impact education
3. Which, because of potent confounders to accurate interpretations of societal inputs (specific social conditions, situational contingencies, serendipitous events, limited knowns, unknowns, management strategies, and independent variation of conditions)
4. Tend to produce distorted information bases for decision making and policy because
5. As the potent planning confounders (3 above) interact, intervene, and vary from situation to situation.
6. The social conditions being observed and interpreted by managers undergo change ...ch is likely to be unobserved or misperceived.
7. And aggregate information on social conditions becomes inaccurate and not applicable to all educational systems
8. All of which result in
9. Limitations on management control of educational process and outcomes
10. And needs for management decision making and policy to be based on appropriate balances between aggregate and situation specific information.

Figure 15
Information for Management Decision Making and Policy Based on Interpretations of Societal Inputs to Education

function aspects of any social condition may each also change alone without change in other aspects (see Figure 16). This is the essence of independent variation and implies that conditions which have great impact on education may be difficult to observe or perceive.

Any social condition can therefore be very easily misunderstood or misperceived to be either a new condition or one which remains essentially the same when the opposite may be true. Interpreting societal inputs without paying attention to this possibility (Figure 16) must be viewed as a major error in futures planning. Perhaps the greatest error is that managers may mistakenly assume that form dictates meaning, use, and function. Before elaborating on this point, a brief explanation of each of these aspects is in order:[82]

- **Form** refers to the observable state of any social condition. Each of the following opposites is an example of a different form of a social condition: open or traditional classrooms; heterogeneous or homogeneous grouping; shared or unshared administrative decision making; architecturally modern or older style facilities; two parent or single parent families; local, state, or federally controlled governance and welfare systems; and free market or government regulated economic systems. Western society is rich in diversity of form in all aspects of human life.

- **Meaning**, as distinguished from form, refers to the way any condition is interpreted and to the significance that it holds in people's lives as individuals or as group members. Open classrooms for example, may be interpreted by different people in a school or community as "meaning" either a creative opportunity to enhance student learning or a breakdown in student discipline and teacher or management control. Shared administrative decision making may be interpreted as "meaning" an opportunity to improve the quality of decisions, to placate subordinates without affecting administrative decision power, or to shift the balance of hierarchical power. Similarly different meanings may be placed on any condition regardless of the particular form it may take. It is also typical—partly because of different vantage points—for different meanings to be associated with such conditions by students, teachers, administrators, and community and by local, state, and federal policymakers. Therein lies a constant potential for conflict.

- **Use** refers to the ways in which any condition is in fact actually employed, irrespective of its form or meanings attached to it. Open and traditional classrooms and modern or older facilities may all be used in traditional or non-traditional ways. Both single parent and two parent families may be used in ways which provide individuals a base for social development and

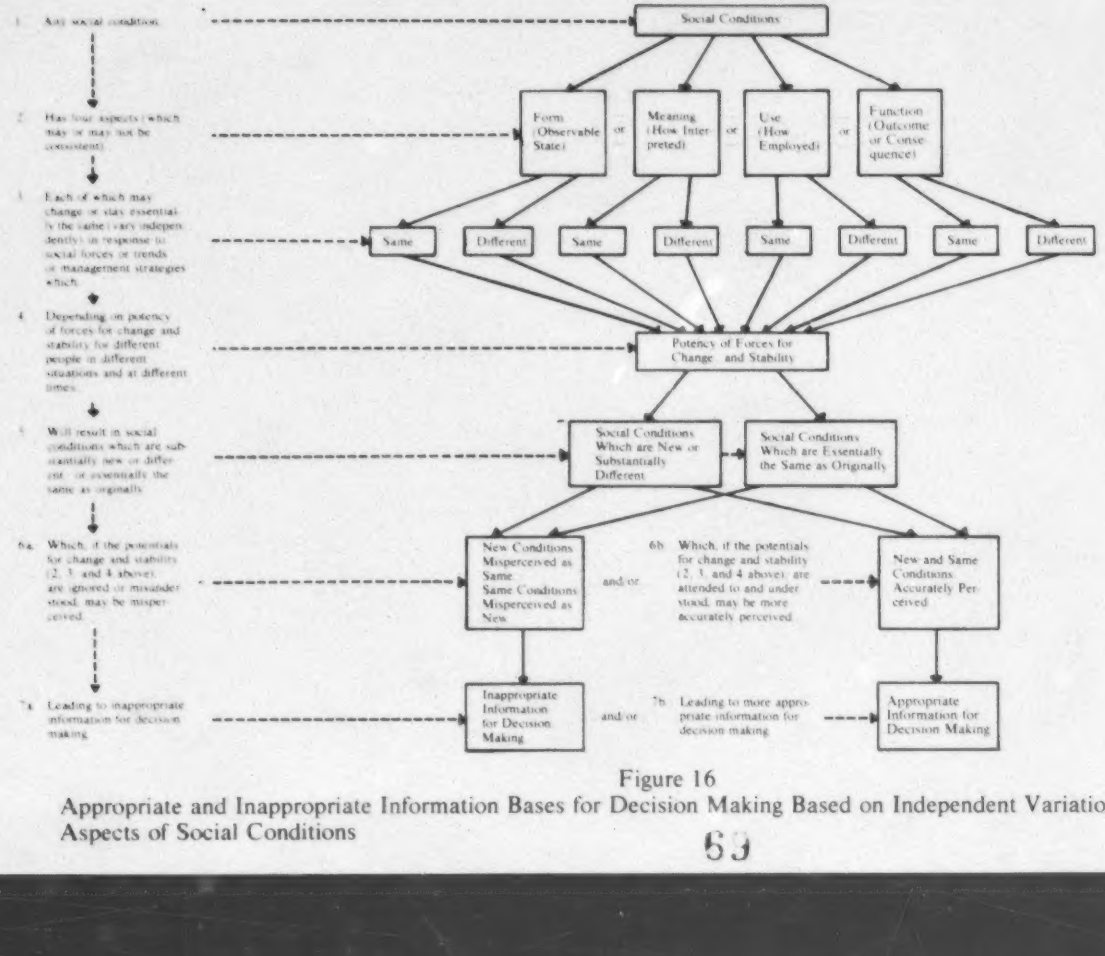
1. Any social condition
2. Has four aspects (which may or may not be consistent)
3. Each of which may change or vary essentially the same (vary independently) in response to social forces or trends or management strategies which
4. Depending on potency of forces for change and stability for different people in different situations and at different times
5. Will result in social conditions which are substantially new or different, or essentially the same as originally
6a. Which, if the potentials for change and stability (2, 3, and 4 above) are ignored or misunderstood, may be misperceived
7a. Leading to inappropriate information for decision making
Social Conditions
Form (Observable State)
or
Meaning (How Interpreted)
or
Use (How Employed)
or
Function (Outcome or Consequence)
Same
Different
Same
Different
Same
Different
Same
Different
Potency of Forces for Change and Stability
Social Conditions Which are New or Substantially Different
Social Conditions Which are Essentially the Same as Originally
New Conditions Misperceived as Same
Same Conditions Misperceived as New
and/or
6b. Which, if the potentials for change and stability (2, 3, and 4 above) are attended to and understood, may be more accurately perceived
New and Same Conditions Accurately Perceived
Inappropriate Information for Decision Making
and/or
7b. Leading to more appropriate information for decision making
Appropriate Information for Decision Making

Figure 16
Appropriate and Inappropriate Information Bases for Decision Making Based on Independent Variation of Four Aspects of Social Conditions

interaction and to inculcate composite value sets. These may also *not* be provided in either family situation, which gives lie to any *a priori* presumption that either form of the family unit is inherently better than the other or more problematic in terms of potential impacts on education. Different forms, meanings, and uses of conditions typically coexist in society and education.

- **Function** refers to the consequences or outcome of a social condition. Although perplexing and frustrating, the function or consequence of a condition may or may not be consistent with explicitly expected consequences of form. Open classrooms may or may not produce more creative patterns of student behavior and learning than traditional classrooms. Shared decision making may or may not produce better decisions than unshared modes. Locally controlled governance systems may or may not be more responsive to local problems than state or federal systems. Free market economic systems may or may not stimulate and reorder the economy more effectively than government regulated systems. The significance of whatever form, meaning, or use of conditions which may happen to be present cannot be assessed without also considering function or consequence.

The point was made previously that because a social condition takes a particular form, it cannot be assumed that the way people interpret and use that form and the consequences that follow will automatically conform to any particular set of explicit or implicit intents or expectations. The points given above regarding types of families, classrooms, decision making, and governance, for example, illustrate. Referring again to Figure 16, it is essential that policy and decision making include relatively accurate information on independent variation and change and stability of social conditions.

The history of federally supported attempts to produce educational innovation, improvement, and change over the past twenty year period, particularly in student achievement, supports this view.[83] During this period, vast human and financial resources supported numerous and frequently unsuccessful attempts to produce significant growth in student achievement through "controlled" curricula in the form of "teacher-proof materials." Teachers in turn were notorious for finding ways to adapt these materials to their own purposes and styles or for simply not using them in instruction. Surely the ways teachers and students interpreted and used these materials were major factors in determining outcomes. Changes in form clearly did not dictate changes in meaning, use, and function. With the advantage of hindsight, it is easy to question whether such change efforts could have dealt more effectively with teacher reactions and whether they were from the outset based on questionable policy and information (Figure 16).

The same potential for error and confusion in assuming a direct link

between form and outcome and misinterpreting social conditions is present on a daily basis in every educational institution, in every interaction between society and education and between every administrator, teacher, student, and community member. Yet another source of confusion in futures planning is that, taking a very broad view of society as a whole, changes in form without accompanying changes in meaning, use, and function may explain why society may change but at the same time seem and in many ways be essentially the same. This is a very potent phenomenon for managers to consider as they wrestle with formulating viable policies and practices regarding the role of education in the process of culture change and culture reproduction, as previously discussed.

The continued existence of serious and urgent social problems and the continued input of those problems into educational systems are givens for the indefinite future. Arriving at interpretations of these inputs which are neither grossly inaccurate or subtly misleading will take on increasing importance through the 1980's. Managers ought not to be seduced by the relative ease and comfort of the illusion that (legitimate) management control over education can be achieved by identifying some assortment of trends involving some numbers of people or things and formulating some management responses to those trends. To have meaning, interpretations of societal inputs must consider all of these potential confounders and then translate them into action in educational systems, action which achieves some degree of control over the processes through which inputs are transformed into desired educational outcomes.

Since management success in instituting particular forms of education cannot guarantee success in achieving planned outcomes, managers will be faced with nagging uncertainties about how and where to spend their energies as they go about the business of management. If these uncertainties lead to systematic and productive experimentation with different concepts of management, organization, curriculum, and instruction, opportunities for educational improvement may be realized.

Managing Transformation Processes and Educational Outcomes

The essence of the task of futures management is for managers to make reasonably correct assessments of those social conditions which are in the purview of education and to determine and manipulate how much of what management response strategies should be used by whom, with whom, how, when, where, and why—all in order to produce and maintain over time a desired and more or less specifically planned outcome. Given the difficulties of interpreting societal inputs, scarce resources, and social conflict, this can scarcely be less difficult in the future than it has in the past. This view will be

illustrated using two broad points related to the tranformation process itself and outcomes produced.

First, in terms of the transformation process itself, day to day and over longer periods of time, the driving forces of culture, trends in society, and potent planning confounders converge in the educational organization (see Figure 17). Managers must:

- Interpret how these input conditions interface and the types and points of impact of these conditions in the organization.
- Determine and implement strategies to meet these impacts and to produce planned outcomes.
- Monitor and adjust the organizational processes that actually occur (with and without the aid of management strategy) toward planned goals.

Because both society and educational systems have become more complex and elaborated, this process has become more vulnerable to management error. In contemporary educational institutions, it is particularly confounding for managers to attempt to choose and implement strategies that fit existing social conditions in terms of the types and points of impact of the conditions in the organization and to then deal with the internal dynamics that result as people in the organization react to management strategies and go about the business of meeting their own individual goals.[84]

Regarding fitting management strategy to social conditions, the array of possible types and points of impact of current and emerging social conditions on educational institutions, as suggested in previous discussions, is indeed great and will certainly not be felt uniformly in education. Contemporary educational systems tend to be made up of elaborated subsystems with interdependent functions. Managerial, technical, structural, psychosocial, and goals subsystems are present in virtually all educational systems. Any social condition or trend may have no, some, or great educationally significant impact on any one or set of subsystems or their subparts.[85]

Even taking subsystem interdependence into account, impacts of social conditions cannot be expected to be felt equally or in the same time frame for all subsystems. Changes in legal mandates, for example for special education, may have quite immediate effects on managerial functions and divisions of labor. But such changes may for long periods of time have no or only modest impacts on goals and values related to the mandates or on skill levels or behavior patterns of staff members who are charged with implementing them. Dramatic increases in computer technology virtually dictate new curricular goals. Yet any such responses may be delayed or made impossible by lack of accompanying impacts on funding systems.

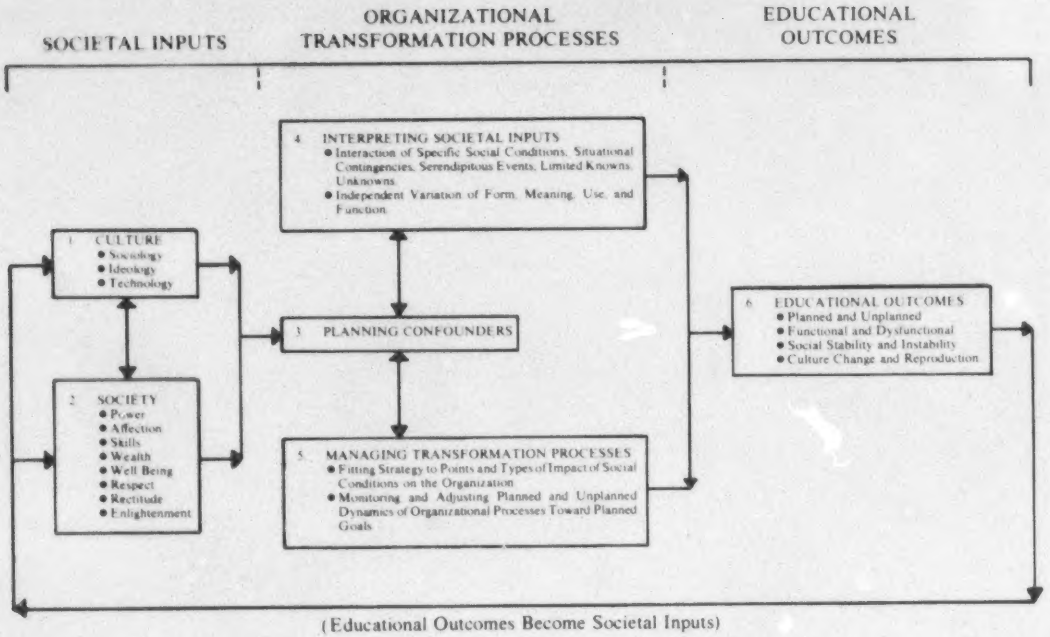
SOCIETAL INPUTS
ORGANIZATIONAL TRANSFORMATION PROCESSES
EDUCATIONAL OUTCOMES
4. INTERPRETING SOCIETAL INPUTS
• Interaction of Specific Social Conditions, Situational Contingencies, Serendipitous Events, Limited Knowns, Unknowns
• Independent Variation of Form, Meaning, Use, and Function
1. CULTURE
• Sociology
• Ideology
• Technology
3. PLANNING CONFOUNDERS
6. EDUCATIONAL OUTCOMES
• Planned and Unplanned
• Functional and Dysfunctional
• Social Stability and Instability
• Culture Change and Reproduction
2. SOCIETY
• Power
• Affection
• Skills
• Wealth
• Well Being
• Respect
• Rectitude
• Enlightenment
5. MANAGING TRANSFORMATION PROCESSES
• Fitting Strategy to Points and Types of Impact of Social Conditions on the Organization
• Monitoring and Adjusting Planned and Unplanned Dynamics of Organizational Processes Toward Planned Goals
(Educational Outcomes Become Societal Inputs)

Figure 17
Societal Inputs, Organizational Transformation Processes, and Educational Outcomes

Also, increases in the number of single-parent families may be substantial nationwide but are not equally evident in all educational systems. But the educational impact of single-parent families may still be great or small in any instance regardless of numbers depending on such other important factors as family composite value sets. Also, changing demographic factors and economic conditions may take different directions, for example, fewer students, less money, and higher costs in one school district and the opposite in another, making development of uniform state-wide funding policies problematic. Pressures to remove "objectionable" books from school library shelves by special interest groups, attempts to pass school referenda, and delivery of services to special education students, all at a time of high inflation and tight money, will undoubtedly be perceived and valued differently by different types of impacts on the educational system. Whether a social condition is stimulated more by individual, interactive, group, or systemic forces may also influence the way the impact will be felt by the system. Certainly political activist groups will have different impacts than individuals.

All such conditions also generate pr ures on the internal and external linkage dynamics of organizational life, e een students, teachers, other professional and non-professional staff memb dministrators, and governing board members, all of whom interact with or influenced by parents or clients, community, and public and private agencies. For every management strategy designed to respond to social conditions (or to the internal and linkage dynamics of the organization) and to produce planned outcomes, there is a response by the people in or affected by the organization. This is a natural and healthy process but one which all but assures that the organizational behaviors and processes that actually occur will be substantially different than those hoped for by managers. While desirable outcomes may still be achieved, these will no doubt differ from those originally planned.

The power of both the impacts of social conditions on the organization and of internal organizational and external linkage dynamics to confound management strategy thus cannot be ignored or underestimated in futures planning. What is particularly slippery and confounding about managing the transformation process is that, relative to Figure 17:

- Culture and society will undergo simultaneous cycles of change and stability. Determining what conditions are present and educationally significant will be subject to different values interpretations which will set yet new confounding social forces in motion.

- Conditions resulting from interaction and independent variation of variables may be particularly potent but difficult to detect. Even when social conditions have been appropriately detected and interpreted, "correct" management strategies to respond to social conditions and control organizational process-

es, if any are required, may not be apparent, feasible, or within the competence of the manager.

- No consistently and universally reliable link between management strategies or behavior and specific educational outcomes has been demonstrated, although some connections certainly are suspected or have been drawn. It is therefore difficult to prove the effectiveness of any management strategy and to predict or control what outcomes will be produced from year to year and place to place.[86]

Long term, these points affirm the opportunity for managers to systematically experiment with new concepts of education. Short term, it is very probable that educational managers will continue to need to rely on highly individualized management styles and trial and error behavior in order to function and will therefore tend to make two basic types of strategic errors: "good" solutions to wrong senses of social conditions as well as "bad" solutions to either right or wrong interpretations. Both are perhaps equally mischievious for successful futures management. The difficulty of predicting interaction effects between social forces and the internal and external linkage dynamics of educational institutions makes it very probable that any planned or anticipated future will, in spite of carefully developed strategies, turn out to be different than hoped or expected. Ironically, futures planning is no doubt one of the many variables that confound realization of the planned or hoped-for future.

The second broad point to be made about the difficulty of producing planned outcomes is that, as indicated in Figure 17, educational outcomes become societal inputs to education. Thus, the types of outcomes that are produced are crucial to the future of both society and education and must be considered in futures planning.

Given the urgency and severity of current social problems, a key concern here should be the extent to which educational outcomes reflect or promote solutions to social problems (see Figure 18). Whether educational outcomes contribute to culture change or reproduction, some social problems may in fact be solved, continued, created, and made more extreme. Ideally, the most positive or functional outcomes (cells 1 and 2) would be those in which some problems were solved for society as a whole. Less positive would be those outcomes (cells 3 and 4) in which problems were solved for only some persons. Entirely negative or dysfunctional would be those outcomes (cells 5 and 6) in which problems were not solved for society, groups, or individuals.

Realistically, educational systems (influenced by many factors beyond their control) consistently produce outcomes which fall in all six cells (Figure 18). And it is now inconceivable that exclusively positive outcomes could ever be produced consistently and negative outcomes avoided, regardless of social policy, management strategies, and monies applied. This raises some very

FIGURE 18
EDUCATIONAL OUTCOMES WHICH BECOME SOCIETAL INPUTS TO EDUCATION AND CONTRIBUTE TO CULTURAL EVOLUTION

Type of Cultural Evolution	Functional	Functional/ Dysfunctional	Dysfunctional
Culture Change	1. (+) Some problems solved for society, social groups and individuals. No new problems created.	3. (+/−) Problems solved for only some parts of society and for some individuals or groups. Some new or more extreme problems created.	5. (−) Some problems not solved for society, social groups, and individuals. New and more extreme problems created.
Culture Reproduction	2. (+) Some problem-free states maintained for society, social groups, and individuals. No new problems created.	4. (+/−) Both problematic and non-problematic states maintained for society, social groups, and individuals. Some new or more extreme problems created.	6. (−) Some problematic states maintained for society, social groups, and individuals. New and more extreme problems created.

hard but critical questions for all educators and futures planners about the role of education in the solution of social problems[87] (see again Figure 18):

- Do (or can) educational systems in reality produce outcomes which are more frequently positive than negative for society as a whole, groups, and individuals?

- If educational outcomes are predictably more positive for upper socioeconomic and dominant racial and ethnic groups (and to some extent for males), can the at-risk groups ever achieve equivalently positive outcomes? Can problems be solved for those at-risk without creating new and serious problems for others?

- Can education, so driven by tradition, change in significant ways? What changes need to be made? What should stay the same? What goals for educational outcomes should be pursued? What compromises between positive and negative outcomes should be tolerated? What standards for educational effectiveness should be accepted?

- How much control should managers expect to have over educational processes and outcomes? Even though many crucial causal factors are not within the control of educational systems, should not educators expect to be judged by and held accountable for the quality of educational outcomes and the extent to which they reflect or promote solutions to social problems?

Society's answers to these questions will guide or force the evolution of education for the 1980's and beyond. Clearly, understanding and managing the input-transformation-output process is a core challenge and opportunity for educational management which will persist into the indefinite future. The dramatic scope of social and educational problems and planning confounders which confront educational systems leads to the conclusion that strategies to achieve planned goals will need to become more sophisticated, more tied to knowledge bases and supported by educational processes and policies that more clearly reflect and speak to the rich realities of the social world. Strategies, processes, and policies which fail to take into account the complex set of forces which lead to culture change and culture reproduction—as well as the functional and dysfunctional aspects of each—will be unlikely to yield educational futures (whatever their form) that are by any standard more desirable than current educational conditions.

The educational planning process itself is therefore critical. A general model for anticipating, managing, and influencing educational futures has been developed (see Figure 19). The model includes three phases, designing,

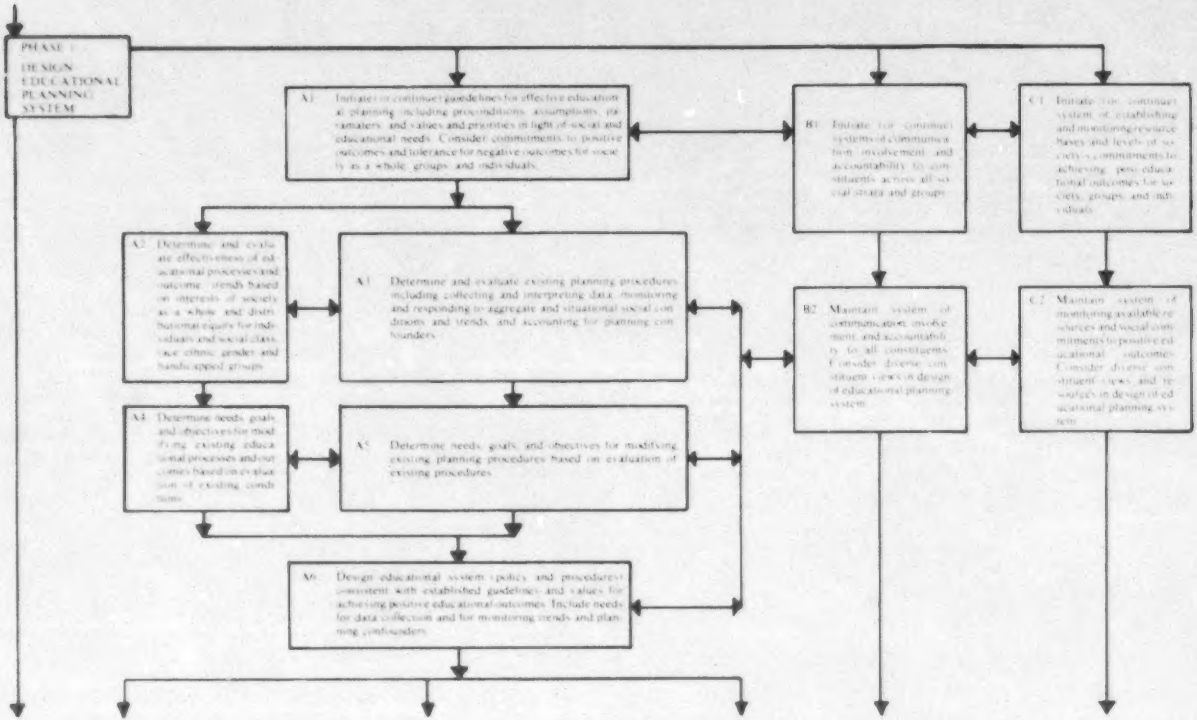
PHASE I:
DESIGN
EDUCATIONAL
PLANNING
SYSTEM
A1: Initiate or continue guidelines for effective education al planning including preconditions, assumptions, pa rameters, and values and priorities in light of social and educational needs. Consider commitments to positive outcomes and tolerance for negative outcomes for socie ty as a whole, groups, and individuals.
B1: Initiate (or continue) systems of communica tion, involvement, and accountability to con stituents across all so cial strata and groups.
C1: Initiate (or continue) system of establishing and monitoring resource bases and levels of so ciety's commitments to achieving positive educa tional outcomes for so ciety, groups, and indi viduals.
A2: Determine and evalu ate effectiveness of ed ucational processes and outcome trends based on interests of society as a whole and distri butional equity for indi viduals and social class, race ethnic, gender and handicapped groups.
A3: Determine needs, goals, and objectives for modi fying existing educa tional processes and out comes based on evalua tion of existing conditions.
A4: Determine and evaluate existing planning procedures including collecting and interpreting data, monitoring and responding to aggregate and situational social con ditions and trends, and accounting for planning con founders.
A5: Determine needs, goals, and objectives for modifying existing planning procedures based on evaluation of existing procedures.
B2: Maintain system of communication, involve ment, and accountabili ty to all constituents. Consider diverse con stituent views in design of educational planning system.
C2: Maintain system of monitoring available re sources and social com mitments to positive ed ucational outcomes. Consider diverse con stituent views and re sources in design of ed ucational planning sys tem.
A6: Design educational system (policy and procedures) consistent with established guidelines and values for achieving positive educational outcomes. Include needs for data collection and for monitoring trends and plan ning confounders.

Figure 19
Model for Anticipating, Managing, and Influencing Educational Futures
(Phase 1)

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Figure 19 (continued)
Model for Anticipating, Managing, and Influencing Educational Futures
(Phase 2)

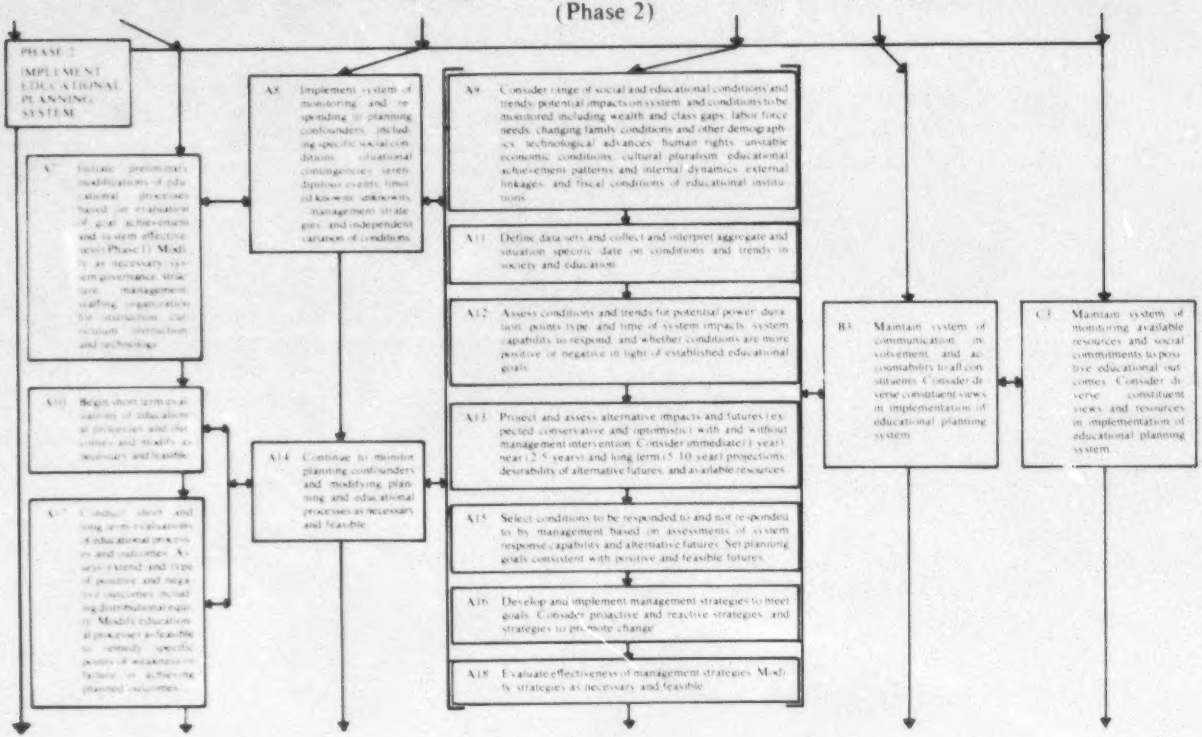
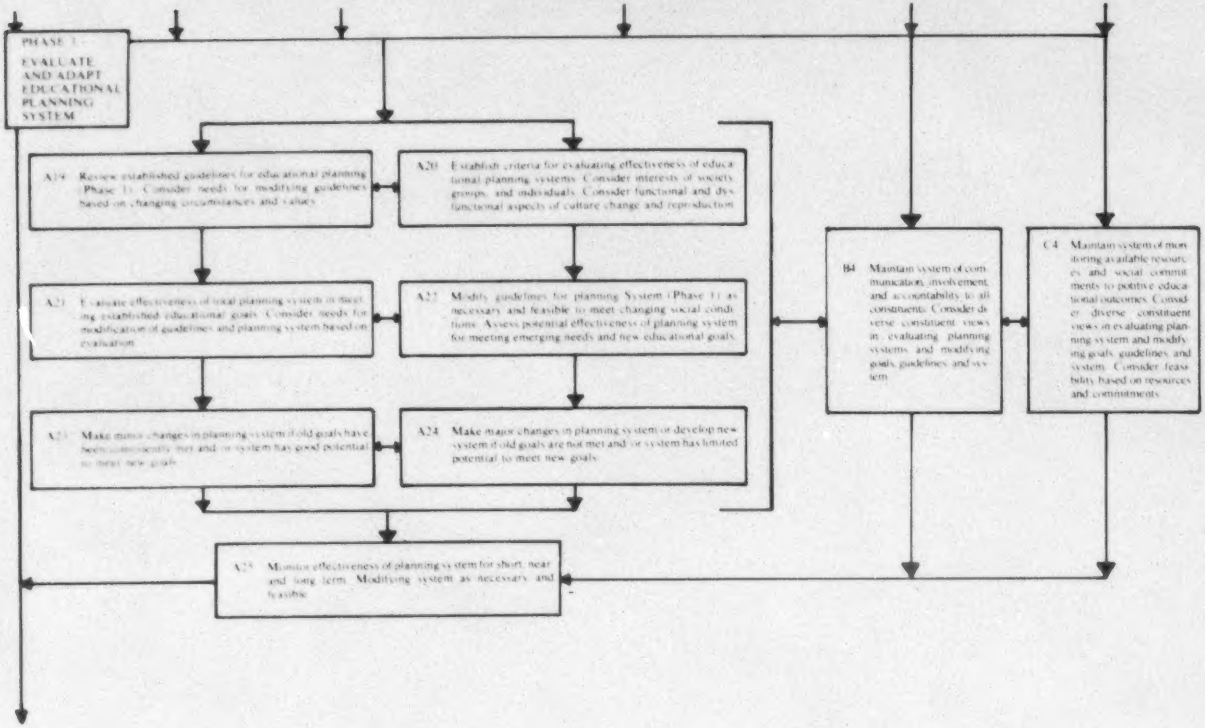

PHASE 2
IMPLEMENT EDUCATIONAL PLANNING SYSTEM
A5: Implement system of monitoring and responding to planning confounders, including specific social conditions, situational contingencies, serendipitous events, limited knowledge, unknowns, management strategies, and independent variation of conditions.
A9: Consider range of social and educational conditions and trends, potential impacts on system, and conditions to be monitored, including wealth and class gaps, labor force needs, changing family conditions and other demographics, technological advances, human rights, unstable economic conditions, cultural pluralism, educational achievement patterns and internal dynamics, external linkages, and fiscal conditions of educational institutions.
A11: Define data sets and collect and interpret aggregate and situation specific data on conditions and trends in society and education.
A12: Assess conditions and trends for potential power, duration, points, type, and time of system impacts, system capability to respond, and whether conditions are more positive or negative in light of established educational goals.
A13: Project and assess alternative impacts and futures (expected conservative and optimistic) with and without management intervention. Consider immediate (1 year), near (2-5 years), and long term (5-10 year) projections, desirability of alternative futures, and available resources.
A14: Continue to monitor planning confounders and modifying planning and educational processes as necessary and feasible.
A15: Select conditions to be responded to and not responded to by management based on assessments of system response capability and alternative futures. Set planning goals consistent with positive and feasible futures.
A16: Develop and implement management strategies to meet goals. Consider proactive and reactive strategies, and strategies to promote change.
A18: Evaluate effectiveness of management strategies. Modify strategies as necessary and feasible.
B3: Maintain system of communication, involvement, and accountability to all constituents. Consider diverse constituent views in implementation of educational planning system.
C3: Maintain system of monitoring available resources and social commitments to positive educational outcomes. Consider diverse constituent views and resources in implementation of educational planning system.

Figure 19 (continued)
Model for Anticipating, Managing, and Influencing Educational Futures
(Phase 3)


PHASE 3:
EVALUATE AND ADAPT EDUCATIONAL PLANNING SYSTEM
A19 Review established guidelines for educational planning (Phase 1). Consider needs for modifying guidelines based on changing circumstances and values
A20 Establish criteria for evaluating effectiveness of educational planning systems. Consider interests of society, groups, and individuals. Consider functional and dysfunctional aspects of culture change and reproduction
A21 Evaluate effectiveness of total planning system in meeting established educational goals. Consider needs for modification of guidelines and planning system based on evaluation
A22 Modify guidelines for planning System (Phase 1) as necessary and feasible to meet changing social conditions. Assess potential effectiveness of planning system for meeting emerging needs and new educational goals.
A23 Make minor changes in planning system if old goals have been consistently met and/or system has good potential to meet new goals
A24 Make major changes in planning system or develop new system if old goals are not met and/or system has limited potential to meet new goals
A25 Monitor effectiveness of planning system for short, near and long term. Modifying system as necessary and feasible
B4 Maintain system of communication, involvement, and accountability to all constituents. Consider diverse constituent views in evaluating planning systems and modifying goals, guidelines and system
C4 Maintain system of monitoring available resources and social commitments to positive educational outcomes. Consider diverse constituent views in evaluating planning system and modifying goals, guidelines and system. Consider feasibility based on resources and commitments

implementing, and evaluating and adapting an educational planning system. Planning factors considered are consistent with previous discussions: effectiveness of current goals and planning procedures, monitoring and responding to social and educational conditions and planning confounders, governing the educational process, maintaining accountability, and assessing resources and commitments to education. Also, effectiveness of educational outcomes are considered in terms of the critical importance of functional and dysfunctional aspects of culture change and culture reproduction (see again Figure 18).

There is some risk in suggesting through the form of the model that educational planning processes are or can be so systematic and orderly. The intent of the model is to show an array of important factors and a relatively complete way of considering those factors in futures planning. The planning process itself is still conspicuously vulnerable to the influence of human values and judgments and to the flow of unanticipated events which surround the educational process. Nonetheless, it is essential that some form of comprehensive commitment to planning and to monitoring educational effectiveness such as represented in the model undergrid efforts to influence educational futures.

Educational managers can expect that futures planning will be confounded by the forces around them and by limits on their own management skills and (even well-intended) actions even when planning processes are relatively effective. But management planning and responses to social and educational conditions will still continue to hold substantial potential to create educational processes which provide richer life experiences and are more responsive to diverse educational and social needs. Realization of this potential will be a central thrust and challenge of the 1980's and beyond. It is likely that managers will be successful in gaining greater control and in creating some or even great change in education. But it is also likely that educational processes in the future will be rather substantially different than those now planned. Provided that educational problems are being solved, perhaps it is better that auras of mystery and discovery stay in our visions of the future.

...focuses on implications of the dynamic relationship between society and education for educational management in terms of the broad leadership tasks and challenges ahead.

V. Educational Leadership

The relationship between society and education is dynamic, reciprocal, and influenced by potent conflicting forces for social change and stability. Society is evolving as more same than different in some areas that are critically

important to education, particularly reproduction of social class, caste, and gender roles. Society is also undergoing important changes in areas that greatly impact education, particularly social pluralism and technological development. The future of society and education is being shaped by the interplay of powerful sociological, ideological, and technological forces across all of society, locally, nationally and internationally. The major challenge and conundrum facing educational managers today is, in spite of many management confounders, to recognize social conditions which impact education and to control the influence these conditions have on the educational process so that desirable outcomes can be maintained or achieved.

The inescapable conclusion of the preceding discussions and the Rubik's cube analogy is that managing educational futures is far more devilishly difficult and perplexing than solving the Rubik's cube.[55] It is of course a given that the stakes and opportunities involved are of an incomparably higher order. The cultural context of the 1980's will be marked by social instability, heightened value conflicts, shifts in governance and balances of power, increased concern about relative economic and military positions, national and international economic instability, and global economic interdependence.

Education cannot avoid being impacted by such potent forces and trends in society. Though constrained in its options and capabilities, education has at hand and can create alternative ways and means to respond to those forces and to impact educational outcomes and thus society. The choices that are made by educators within the educational system will have direct and indirect impacts on social trends and the extent to which social and educational problems are eventually resolved or not resolved. Both the broad leadership tasks and challenges ahead demand the attention of all educators, leaders in society, and their constituents.

Leadership Tasks Ahead

Many broad tasks lie ahead for educational managers. Eight of the most important leadership tasks are discussed below. Although specific prescriptions for management action or behavior are not offered, the tasks cited are broadly responsive to the many critical challenges to education discussed in earlier sections.

1. **Real World Information Bases.** The real world of which educational systems are a part is infinitely varied and complex. But much of the nature of the real world, particularly related to control of educational processes, will remain unrevealed. Managers will continue to be confronted by the need to learn enough of the right things about social and educational problems and opportunities at the right time so as to avoid fundamental errors in interpreting the world around them and

in making management decisions. A wrong decision base cannot be expected to produce an appropriate action except through the good fortunes of chance or serendipity. These are hardly reliable, replicable, or cost effective. Yet they may be unavoidable and present in much management action. The possibility that managers will be surrounded by fallacious validations of their decisions and behavior is ever present.

The task ahead is to develop more complete and accurate bases of information for policy, decision making, and action, including data sets which better reflect the complexity of the real world and which are applicable at national, state, and local levels. Hopes for greater legitimate control of education cannot be left to the accidents of chance and serendipity or to the false hope that current information bases will suffice.

2. **Toward A Science of Education**. The whole area of futures planning, given current conditions, points to the need for integration of knowledge across fields, including the social sciences and the so-called hard sciences. Managers will continue to have problems in being tough-minded about what information is useful to make a given decision and when enough is known to act. The more information that is assimilated, the easier it will be to be seduced by the power of its content. Although it may enrich planning capabilities, integration of information across fields is not sufficient in itself but must point to management strategies which satisfy other conditions cited here. In particular, commitments to futures planning should be conditioned by a clear sense of the limitations of attempting to apply rational and linear planning models and management processes to education, which is hardly rational or linear. The whole, and management of the whole, will remain elusive.

The task ahead is to develop richer knowledge bases which incorporate what is known in the social and hard sciences but which are more directly applicable to educational circumstances, processes, and management. Education must advance both as an art and as a science.[89]

3. **Ethics of Management**. Education operates in a climate of uncertainty about what constitutes ethical behavior and goals. Managers will contin e to be challenged by the need to assure that actions taken and outcomes produced satisfy diverse ethical standards. This will be confounded by growing interrelatedness in world conditions and events, which makes it difficult to predict domino effects of decisions and actions. At the same time, education will be pressed to assume greater and greater responsibility for contributing to the solution of social problems and to try to solve current problems in immediate, human terms even when this may not meet society's expecta-

tions for education to contribute to social progress. Society, education, and other social institutions will not find it easy to agree on who or what is right in a pluralistic world. Opportunities for educational improvement must be negotiated around fragile and temporary truces between different groups concerning what is ethically acceptable.

The task ahead is to develop ethically defensible positions on the role of education in promoting social progress. Conflicts over the great discrepancies in wealth, skills, and other benefits of education among the peoples of society must force educators to question, not only whether they dare to remake society, but also whether they dare to not play a role in social progress that would lessen these discrepancies.[90]

4. **Power to Govern.** Shared power, ethical pluralism, and conflicts over who bears the costs and receives the benefits of education will be the operating dynamics in the political arena at least through the decade of the 1980's. Power to govern in education will be increasingly dependent on aggregating power and resource bases. Managers will need to establish new collaborative working agreements within public education and between public education and other public and private sectors. Initiatives must be taken to create greater concensus on goals and practices in public education and greater unity on social policy, agendas, and action plans for delivering human services. A chief collective agenda must be to resist tremendous pressures to reject long-term solutions to social and educational problems in favor of those that satisfy immediate and short-term needs, even when resistance threatens to diffuse power to govern. Balances of power in the alliances that are created to aggregate power and resources to govern education will be impermanent, shifting from group to group and issue to issue. The decisions and actions that result will not necessarily favor the judgments of professional educators to meet the needs of society.

   The task ahead is to develop governance systems for education which more directly assure not only power to govern but power to govern toward educational goals which are defensible across all social strata. To be tenable, educational governance must proceed on the basis of some workable if imperfect compromises over who has a voice, who has power, who pays, and who benefits.

5. **The Resource Base.** Economic conditions and costs-benefits considerations will continue to be driving forces in education into the twenty-first century. As costs rise and resource bases erode, managers will continue to need to tightly control high human resource and program delivery costs simply to assure

that school doors stay open. But assuring educational productivity demands that education define and strongly defend its irreducible essentials, those minimum resource and service levels which cannot be compromised if public education is to succeed. Questions of what is fair, equitable, efficient, and cost-effective must be addressed, particularly as pressures mount to make education less labor intensive and to cut services. Ultimately, priority for expending scarce resources must be given to those programs and services which prove to be most valuable in terms of both human needs and social progress. Cutting across all other costs-benefits considerations is the dilemma that the more managers try to anticipate the future and take actions to shape it, the more costly educational management will be. Society must decide what is will risk to assure its educational future.

The task ahead is to renew and create new resource bases and to develop national, state, and local policies and funding systems that better support legitimate power to govern, defensible educational goals, and those conditions needed to meet goals. The great hopes of education for the people of society must be expressed in the levels of resources committed to education.

6. **Management Agendas.** Society and education face many problems, more and less severe. Managers must decide what conditions demand their attention; which to take action on or to delay or ignore; what conditions can be impacted in immediate, near, and long range terms; and where and how to direct management energies. But many of society's most severe problems may be unsolvable. Attempts to address such severe problems as the emergence of a permanent underclass of people who do not have skills to survive economically may prove no more fruitful in the future than in the past. Yet these problems cannot be ignored by society or education. Nearly all attempts to solve such problems will be supported by public dollars, will not solve problems for all people, and will create new problems requiring further expenditures of public dollars. Managers can therefore expect to live with controversy and uncertainty over what they should actually do day to day and year to year.

The task ahead is to establish management agendas that are responsive to social and educational problems and that prescribe concerted and defensible plans for action within established resource bases. What managers choose to do may be individualized but must still be and be seen by the people who support and benefit from education as being part of a socially responsible plan for education.

7. **The Educational Process.** Education is no longer in the near-exclusive control of the public sector. Many private alternatives enjoy strong public support but do not always serve all segments of society or provide the comprehensive educational experience requisite to producing educated citizens generation to generation. If universal access to a comprehensive education is to be maintained, public education must be strong and competitive in a common market place for few students. Managers and all educators must work to assure that current and future educational needs are well met through old or new public education structures, management and staffing, organization for instruction, curriculum, instruction, and use of new computer and other technologies. It is easy enough to say that to assure educational quality, educators should apply what works. But it is far harder to know what works and how to apply it. In the absence of sure knowledge of what behaviors and conditions produce any given learning outcomes, educational processes for the future will need to be based on educators' best informed estimates of what works in the classroom and throughout the system. While fallible, these estimates still have rich potential to produce a strong public education.

   The task ahead is to create and govern a futures-oriented educational process which more effectively, equitable, predictably, and competitively meets society's educational needs. A strong public education may retain many old ways but must also vigorously seek and adopt new ideas and practices and monitor their effectiveness.

8. **Management Skills and Commitments.** Virtually all of the social forces that shape society and education eventually converge in the organization and become part of the educational environment. Because conditions now being generated are so integral to the purposes and functioning of educational systems, governance of education will be profoundly impacted for at least the 1980's. Although specific impacts will not always be immediately or clearly known, educational managers can expect to need to actively search for new types of responses to old and new problems. Managers will need skills and commitments that permit them to win the support and confidence of their constituents and gain greater legitimate control of the educational process at a time and in a setting that is less than fully supportive and hardly placid or controllable. Current repertoires of human, technical, and conceptual management skills must be expanded and upgraded to meet the emerging demands of more complex and turbulent environments. Old commitments to excellence, to quality, to efficiency, to excitement and enthusiasm for learning must be renewed and redefined to meet new conditions and new needs. Managers

must individually and collectively question what skills and commitments they now have, what is needed for the future, and how the gaps can be filled. That there are gaps is certain. How and whether gaps can be filled as quickly and as completely as changing educational circumstances demand is less certain.

The task ahead is to define and develop in educational managers the complex and high-level skills and commitments needed to govern education for the future. Mangement skills and commitments must advance to become more sophisticated and broadly-based if opportunities for educational improvement are to be perceived, acted on, and successful.

These eight broad leadership tasks and the previous discussions of changing educational circumstances on which they are based clearly show, as have so many other discussions of educational futures,[91] that there is a great need for thoughtful, informed, and courageous educators to lead the way into the future.

The Leadership Challenge

The leadership challenge ahead is formidable but filled with opportunity. Education is now at a critical juncture. In the remaining years of this century, choices must be made which will fundamentally affect the development of both society and education. Just what these choices should be is uncertain.

Society is at the beginning of a new age of technology which has already encouraged ways of living and thinking visions of human futures which were barely imaginable short years ago. Education is the single central institution which has both the responsibility and opportunity to help society move into a new age in a way that preserves what is valued from the past while preparing people to live productively under exciting and dramatically new conditions for living and for working. Just what should be preserved and what people should be prepared for are also uncertain.

In the broadest sense, the leadership challenge ahead is for society and education to come to terms with what we as a society should strive for as our preferred future and to then establish policies, structures, resource bases, and practices that support moving toward these goals. The leadership challenge for education is to assure that education acts in its capacity as a contemporary social institution to help define preferred futures that are socially responsible and to then direct educational governance and the educational process toward realizing those futures. How this challenge can be well met is uncertain as well.

The changing circumstances of society and education, the impacts of severe social problems, the many planning confounders, and the broad tasks ahead, as previously discussed, mandate that the leadership function in education be directed toward or include:[92]

- Renewal of educational organizations and of the professional energies and capabilities of educators.

- Acceptance and encouragement of conflict as a healthy means to foster organizational and professional renewal.

- New commitments to problem solving and to acceptance of experimenting and risk taking as creative strategies for improvement in instruction and governance.

- Greater use of empowerment, trust building, human relations, influence, and persuasion as viable short and long-term management strategies in education and with its constituents.

- Norms which encourage some more open communication and sharing of information across organizational lines and across collaborative networks.

- Development of organizational priorities that more clearly place teaching and learning at the core of organizational functioning and management in a position of support of the educational process.

- Active searching for and acceptance of a wider range of leadership behavior from a more diverse group of people (men and women, blacks and other minorities).

It would be difficult to sustain any argument that education can proceed unchanged into the next century. Many have argued that there is a crisis in educational leadership for the future because of a limited research and theory base, because of major gaps between what little is known and actual management practices, and because of long-term inabilities to solve serious educational problems. Others have argued that education as it exists today is a dead or dying institution which cannot meet present or future needs.[93]

If public education is to emerge in the twenty-first century as a healthy, viable institution, then all educators and leaders in society must make a concerted effort to better understand the puzzles presented by the changing circumstances of education and then vigorously pursue strategies that offer reasonable hopes of success. From the great array of choices before us, we must find and pursue those that help us:

- To govern as part of a larger social order (the power sector).

- To respond to and meet human needs in terms of the family base, values and tradition, and quality of life (the affection, rectitude, and well being sectors).

- To prepare productive citizens who are able to sustain themselves economically in a competitive, shifting environment (the skills and wealth sectors).

- To develop and communicate knowledge in ways that contribute to the flowering of human intelligence, are equitable for individuals and groups, and meet the needs of society as a whole (the enlightenment and respect sectors).

Opportunities to develop a stronger public education that is able to meet society's emerging needs require that the broad tasks and leadership challenges ahead be well met. Advances in theory and research related to educational processes and management are essential. As with the Rubik's cube,[44] all educators, leaders in society, and their constitutents must also come together to consider that and how much disorder must be created and tolerated for a new, stronger, and more effective form of public education to emerge to meet the changing circumstances of society and education. In this process, both social and educational goals—and the methods used to pursue those goals—must be defensible in the context of local, national, and international needs and global interdependence.

FOOTNOTES

[1]The assumption of commonality in management processes is basic to a systems view of organizations and is apparent in various historical treatments of education and educational management. See especially Claude S. George, *The History of Management Thought* (Englewood Cliffs, N.J.: Prentice-Hall, 1968); Henry Mintzberg, *The Nature of Managerial Work* (New York: Harper and Row, 1973); and David Nasaw, *Schooled to Order: A Social History of Public Schooling in the United States* (New York: Oxford University Press, 1979).

[2]See James W. Botkin, Mahdi Elmandjra, and Mircea Malitza, *No Limits to Learning* (New York: Pergamon Press, 1979); Jeremy Rifkin with Ted Howard, *Entropy: A New World View* (New York: Viking Press, 1980); Lester Thurow, *The Zero-Sum Society* (New York: Basic Books, 1980); and Alvin Toffler, *The Third Wave* (New York: Bantam Books, 1980).

[3]Particularly relevant explanations of global interdependence and the significance of human and material problems are contained in Botkin, op. cit.

[4]See Douglas R. Hofstadter, "Metamagical Themas: The Magic Cube's Cubies are Twiddled by Cubists and Solved by Cubemeisters," *Scientific American*, 244: 20-22+, March, 1981.

[5]Concerns over school effectiveness and quests to unlock the mysteries of causes of educational outcomes have been reported with great frequency, particularly since the 1960's. Recent cogent reviews can be found in R. Gary Bridge, Charles M. Judd, and Peter R. Moock, *The Determinants of Educational Outcomes: The Impacts of Families, Peers, Teachers, and Schools* (Cambridge, Mass.: Ballinger, 1979); Richard J. Murnane, "Interpreting Evidence on School Effectiveness," *Teachers College Record*, 83 (1): 19-35, Fall, 1981; Penelope L. Peterson and Herbert J. Walberg (eds.), *Research on Teaching: Concepts, Findings, and Implications* (Berkeley, CA.: McCutchan, 1979); Herbert J. Walberg (ed.), *Educational Environments and Effects* (Berkeley, CA: McCutchan, 1979); and Herbert J. Walberg (eds.), *Improving Educational Standards and Productivity: The Research Basis for Policy* (Berkeley, CA: McCutchan, 1982).

[6]See for example Claude Levi-Strauss, *Structural Anthropology* (New York: Anchor Books, 1967); Robert Merton, *Social Theory and Social Structure* (Glencoe, IL.: Free Press, 1957); and Talcott Parsons, *The Social System* (New York: Free Press, 1951). Consistent with these sources, our view of society assumes complex webs of social relationships between people.

[7]These eight social sectors are taken from Harold Lasswell's well known and much used model of policy science. See Harold D. Lasswell and Abraham Kaplan, *Power and Society: A Framework for Political Inquiry* (New Haven: Yale University Press, 1950); Myres S. McDougal, Harold D. Lasswell, and Ivan A. Vlasic, *Law and Public Order in Space* (New Haven: Yale University Press, 1963); Harold D. Lasswell, *A Pre-View of Policy Sciences* (New York: American Elsevier Publishing Company, 1971); and Myres S. McDougal, Harold D. Lasswell, and Lung-Chu Chen, *Human Rights and World Public Order: The Basic Policies of An International Law of Human Dignity* (New Haven: Yale University Press, 1980).

[8]The concept of culture is linked to concepts of society and is subject to many interpretations. See for example E.E. Evans Pritchard, *Social Anthropology and Other Essays* (New York: Free Press, 1962); Marvin Harris, *The Rise of Anthropological Theory* (New York: Thomas Y. Crowell, 1968); and Melville Herskovits, *Cultural Dynamics* (New York: Alfred A. Knopf, 1964).

[9]Although this analysis does not deal directly with informal educational processes, their importance both in and out of the institutions of education is well-recognized by the authors. Our views of both formal and informal educational processes are consistent with sociocultural definitions as in, for example, Frederick O. Gearing and Lucinda Sangree (eds.), *Toward a Cultural Theory of Education and Schooling* (New York: Mouton Publishers, 1979); and George D. Spindler, *Education and Cultural Process: Toward an Anthropology of Education* (New York: Holt, Rinehart, and Winston, 1974). For a critique of the views of Gearing and Spindler see Robert Funnell and Richard Smith, "Search for a Theory of Cultural Transmission in an Anthropology of Education: Notes of Spindler and Gearing," *Anthropology and Education Quarterly*, 12(4): 275-299, Winter, 1981. See also Richard J. Bates, "Educational Critique, the New Sociology of Education, and the Work of Teachers," *Journal of Education*, 163(4): 306-319, Fall, 1981.

[10]Dynamic tensions between social change and stability and continuity in the human condition and experience through history warrant caution in assessing the extent to which society is undergoing change, even in the presence of new technology. See discussions of culture reproduction and independent variation of form, meaning, use, and function in sections III and IV of this monograph. See also Marvin Harris, *America Now: The Anthropology of a Changing Culture* (New York: Simon and Schuster, 1981).

[11]This view is consistent with concepts of social evolutionism as presented by, for example, Anthony D. Smith, *The Concept of Social Change: A Critique of the Functionalist Theory of Social Change* (London: Routledge & Kegan Paul, 1973).

[12]Our use of the eight social sectors as a basis for analysis of social forces and trends is consistent with the evident spirit and intent of the Lasswell model. See especially McDougal, Lasswell, and Chen, op.cit., for an example of a very comprehensive explanation and application of the model.

[13]See again notes 6 and 8. Sociology, ideology, and technology may vary independently, but long-term interdependence is inevitable. See also Bruce J. Biddle and Edwin J. Thomas (eds.), *Role Theory: Concepts and Research* (New York, John Wiley, 1966); and Hugh Mehan and Houston Wood, *The Reality of Ethnomethodology* (New York: John Wiley, 1975).

[14]This model is based on Lasswell's social policy concepts as in Lasswell, op.cit., and McDougal, Lasswell, and Chen, op.cit.

[15]This model integrates Lasswell's concepts of society and social sectors with the concepts of culture presented. See again notes 6,7,8, and 13.

[16]The assumption inherent in this working model that educational processes and outcomes are a function of culture, society, and confounding variables is essentially consistent with a systems view of education, although we have emphasized sociocultural views of substance and processes. See again notes 5,6,7,8,9, and 13.

[17]See again notes 7 and 12.

[18]Political themes related to the so-called Reagonomics and new federalism and discussed in Joel S. Berke, "Federal Educational Policy on School Finance after Proposition 13: Short-and-Long-Run Implications," *Educational Evaluation and Policy Analysis*, 1(5): 12-27, September-October, 1979; Rowland Evans and Robert Novak, *The Reagan Revolution* (New York: Dutton, 1981); Frank Macchiarola, "Reagan vs. the Children," *Social Policy*, 12(2): 12-14, Sep/Oct, 1981; Frank Van der Linden, *The Real Reagan* (New York: Morrow, 1981); and Theodore H. White, *America in Search of Itself: The Making of the President, 1956-1980* (New York: Harper and Row, 1982).

[19]See Stuart Langton (ed.), *Citizen Participation in America: Essays on the State of the Art* (Lexington, Mass.: Lexington Books, 1978); Seymour M. Lipset, (ed.), *Emerging Coalitions in American Politics* (San Francisco: Institute for Contemporary Studies, 1978); Carl Lowe (ed.), *New Alignments in American Politics* (New York: Wilson, 1980); Robert Nisbet, *Twilight of Authority* (New York: Oxford University Press, 1975a); and Robert Wood, "The Disassembling of American Education," *Daedalus*, 109 (3): 99-113, Summer, 1980.

[20]See again note 18. See also David H. Florio, "Reagan Administration Views: Effects on Research and Education Policy," *Educational Researcher*, 10(1): 26-27, January, 1982; Robert Kuttner, *Revolt of the Haves: Tax Rebellion and Hard Times* (New York: Simon and Schuster, 1980); and Peter Steinfels, *Neoconservatives: The Men Who Are Changing American Politics* (New York: Simon and Schuster, 1979).

[21]For different perspectives on impacts of special interest group views on education see Marilyn Gittell, "Localizing Democracy Out of Schools," *Social Policy*, 12(2): 4-11, September-October, 1981; Charles J. Park "Rise of the New Right: Human and Civil Rights in Jeopardy," *NEA Review*, 53(7): 12-14, March, 1980; and Paul J. Toscano, "A Dubious Neutrality: The Establishment of Secularism in the Public Schools," *Brigham Young University Law Review*, 1979 (2): 177-212. See also "Is There a Federal Safety Net for Education," presented as a special section of *Phi Delta Kappan*, 63(9): 583-602, May, 1982.

[22]The nature of power and the extent to which it can and should be shared in society and in organizations continues to be a fundamental source of curiosity and conflict. See for example Clement Bezold (ed.), *Anticipatory Democracy: People in the Politics of the Future* (New York: Vintage Books, 1978); Murray Edelman, *The Symbolic Uses of Power* (Urbana, IL: University of Illinois Press, 1967); Jeffrey Pfeffer, *Power in Organizations* (Marshfield, Mass.: Pitman Publishing, 1981); and Robert Presthus, *Men At The Top: A Study in Community Power* (New York: Oxford University Press, 1964).

[23]For pertinent discussions on social policy see Emile Benoit, *Progress and Survival* (New York: Praeger, 1980); Judith Innes DeNeufville, *Social Indicators and Public Policy: Interactive Processes of Design and Application* (Amsterdam: Elsevier, 1975); and Alfred Kahn, *Social Policy and Social Services* (New York: Random House, 1973).

[24]The future power of centralized bureaucracies as compared to decentralized structures is a very controversial point in the context of both organizational theory and political climates. Our contention is that, even when effective decentralized structures exist, centralized structures will fill essential coordinating and appeals functions and will therefore retain great power. See for example Charles E. Lindbloom, *The World's Political Economic Systems* (New York: Basic Books, 1978). See again Thurow, op.cit.

[25]See Stephen K. Bailey, "Political Coalitions for Public Education," *Daedalus*, 110(3): 27-43, Summer, 1981; William Lowe Boyd and Robert L. Crowson, "The Changing Conception and Practice of Public School Administration," *Review of Research in Education*, ed. David C. Berliner (Washington, D.C.: American Educational Research Association, 1981), pp. 311-373; and Robert Hayes and William Abernathy, "Managing Our Way to Economic Decline," *Harvard Business Review*, July-August, 1980, pp. 67-77.

[26]See for example Arthur L. Caplan and Daniel Callahan, *Ethics in Hard Times* (New York: Plenum Press, 1981); David Nyberg, "A Concept of Power for Education," *Teachers College Record*, 82(4): 535-551, Summer, 1981; and Kenneth A. Strike, "Toward a Moral Theory of Desegregation," *Philosophy and Education*, ed. Jonas F. Soltis (Chicago: University of Chicago Press, 1981), pp. 213-235.

[27] Unprecedented technological advances have radically expanded both the information base and information management systems required for social functioning and control. See especially Alvin W. Gouldner, *The Future of Intellectuals and the Rise of the New Class* (New York: Seabury Press, 1979); and Anthony Smith, *The Geopolitics of Information* (New York: Oxford University Press, 1980).

[28] See again notes 7 and 12.

[29] See again Harris, 1981, op.cit. See also note 8.

[30] Changing world demographics influence or are influenced by the status of family units and value sets. For comprehensive discussions of the various factors cited see Andrew J. Cherlin, *Marriage, Divorce, Remarriage* (Cambridge, Mass.: Harvard University Press, 1981); Dennis L. Little, "Demographic Projections and Educational Policy Issues," The Library of Congress (Washington, D.C., Congressional Research Service, 1979), pp. 1-25; Peter A. Morrison, "America's Changing Population: Demographic Trends," *USA Today*, September, 1981, pp. 20-24; and Graham B. Spanier, "The Status of American Families," *Educational Horizons*, 59(2): 84-87, Winter, 1981. Barbara Mayer Wertheimer, *We Were There: The Story of Working Women in America* (New York: Pantheon, 1977); and Guida West, *The National Welfare Rights Movement: The Social Protest of Poor Women* (New York: Praeger, 1981). See again Marvin Harris, 1981, op.cit.

[31] For particularly germaine discussions which illustrate impacts of changing demographics on education see especially "American Indians, Blacks, Chicanos, and Puerto Ricans," issued as volume 110, number 2, Spring, 1981, of the journal *Daedalus*. See also Susan Abromowitz and Stuart Rosenfeld (eds.), *Declining Enrollment: The Challenges of the Coming Decade* (Washington, D.C.: U.S. Government Printing Office, 1978); Diane Divoky, "Burden of the Seventies: The Management of Decline," *Phi Delta Kappan*, 61 (2): 87-91, October, 1979; R.W. McMeekin and Christopher Dede (eds.), *"American Education in the 1980's" Comparative Education*, 16(3): 225-236, October, 1981; and Laura Hersh Salganik, "The Fall and Rise of Educational Vouchers," *Teachers College Record*, 83(2): 263-283, Winter, 1981.

[32] See again notes 7 and 12.

[33] Perspectives on labor conditions related to social groups particularly in the United States are presented in Alexander W. Astin, *Minorities in American Higher Education* (San Francisco: Jossey Bass, 1982); Nancy W. Burton and Lyle V. Jones, "Recent Trends in Achievement Levels of Black and White Youth," *Educational Researcher*, 11(4): 10-14, 17, April, 1982; and B.L. Wolfe, "How the Disabled Fare in the Labor Market," *Labor Relations*, 103: 48-52, Spring, 1980. See again Wertheimer, op.cit. For an international perspective see Gerald W. Fry, "Schooling, Development, and Inequality: Old Myths and New Realities," *Harvard Educational Review*, 51(1): 107-116, February, 1981.

[34] See especially John G. Burke and Marshall C. Eakin, *Technology and Change* (San Francisco: Boyd and Fraser Publishing Company, 1979); Harry F. Silberman (ed.), *Education and Work* (Chicago: University of Chicago Press, 1982); Manfred Stanley, *The Technological Conscience: Survival and Dignity in an Age of Expertise* (New York: The Free Press, 1978); Peter H. Wagschal, *Learning Tomorrow: Commentaries on the Future of Education* (New York: Praeger Publishers, 1979); and Daniel Yankelovitch, *New Rules: Searching for Self-Fulfillment in a World Turned Upside Down* (New York: Random House, 1981).

[35]Social needs for educational systems to develop capacity for lifelong learning are examined in Richard E. Peterson and Associates, *Lifelong Learning in America* (San Francisco: Jossey-Bass, 1979) and a special section of the journal *Converge*, 12 (1-2): 10-114, 1979, entitled "Special Report: Lifelong Learning-USA."

[36]Despite a long history of attempts to reverse these trends, differences in achievement patterns for social groups persist. See for example George Clement Bond, "Social Economic Status and Educational Achievement: A Review Article," *Anthropology and Education Quarterly*, 12 (4): 227-257, Winter, 1981; Jeremy D. Finn, Loretta Dulberg, and Janet Reis, "Sex Differences in Educational Attainment," *Harvard Educational Review*, 49 (4): 477-503, November, 1979; Lynn H. Fox, Linda Brody, and Dianne Tobin, *Women and the Mathematical Mystique* (Baltimore: John Hopkins Press, 1980); and Thomas Sowell, "Assumptions versus History in Ethnic Education," *Teachers College Record*, 83 (1): 37-71, Fall, 1981. See again Bridges, op.cit., Walberg, 1979, op.cit.; and Walberg, 1982, op.cit.

[37]See in particular Gerald O. Barney (ed.), *The Global 2000 Report to the President: Entering The Twenty-First Century* (Washington, D.C.: U.S. Government Printing Office, 1981, 3 volumes); Elizabeth Janeway, *Powers of the Weak* (New York: Alfred Knopf, 1980); and Thorkil Kristensen, *Inflation and Unemployment in the Modern Society* (New York: Praeger, 1980).

[38]See C.A. Bowers, "Curriculum as Cultural Reproduction: An Examination of Metaphor as a Carrier of Ideology," *Teachers College Record*, 82 (2): 267-290, Winter, 1980; Frank Feather (ed.), *Through the '80's: Thinking Globally, Acting Locally* (Washington, D.C.: World Future Society, 1980); James O'Toole, *Work, Learning, and the American Future* (San Francisco: Jossey-Bass, 1977); Milton Schwebel, "Dealing With Cognitive Deficits On A Massive Scale," *Journal of Education*, 164 (4): 344-359, Fall, 1981; Jonathan P. Sheer, *Education in Rural America* (Boulder, CO.: Westview Press, 1977); and Harry Silberman, op.cit.

[39]See again notes 7 and 12.

[40]Current discussions of uneven distribution of wealth between social groups can be found in Wayne Villemez, "Race, Class, and Neighborhood Differences in the Residential Return on Individual Resources," *Social Forces*, 59 (2), December, 1980; Charles Vert Willie (ed.), *Caste and Class Controversy* (New York: General Hall, 1979); and William J. Wilson, *The Declining Significance of Race: Blacks and Changing American Institutions* (Chicago: The University Chicago Press, 1978). See again Bond, op. cit., Janeway, op.cit., Sowell, op.cit., and Wertheimer, op.cit.

[41]See John Kenneth Galbraith, *The Affluent Society* (Boston: Houghton Mifflin, 1976, third edition); Alan Gartner and Frank Riessman, *The Service Society and the Consumer Vanguard* (New York: Harper and Row, 1974); Christopher Lasch, *The Culture of Narcissism: American Life in an Age of Diminishing Expectations* (New York: Warner Books, 1979). See again Yankelovitch, op.cit.

[42]See especially Botkin, op.cit. Harris, op.cit., Lindbloom, op.cit., Thurow, op.cit., and Toffler, op.cit.

[43]In addition to previously cited sources which pertain to wealth conditions, see descriptions of conditions which have been viewed as related to poverty in, for example, Robert Coles, *Farwell to the South* (Boston: Little Brown, 1963); Eleanor Burke Leacock (ed.), *The Culture of Poverty: A Critique* (New York: Simon and Schuster, 1971); and Joan I. Roberts, *School Children in the Urban Slum* (New York: Free Press, 1967).

[44]See especially Donella H. Meadows and others, *The Limits To Growth* (New York: Universe Books, 1972). See again Botkin, op.cit., Lindbloom, op.cit., and Thurow, op.cit.

[45]Cogent discussions of issues cited related to education in transition are offered in Henry A. Giroux, Anthony N. Penna, and William F. Pinar, *Curriculum and Instruction: Alternatives in Education* (Berkeley, CA: McCutchan, 1981); Ann Lieberman and Milbrey M. McLaughlin (eds.), *Policy Making in Education* (Berkeley, CA: McCutchan, 1982); Mike M. Milstein (ed.) *Schools, Conflict, and Change* (Hagerstown, Maryland: Teachers College Press, 1980); Diane Ravitch, Forgetting the Questions: The Problem of Educational Reform," *American Scholar*, 50 (3): 329-340, Summer, 1981; David Tyack and Elisabeth Hansot, "Conflict and Concensus in American Public Education," *Daedalus*, 110 (3): 1-25, Summer, 1981; and David B. Tyack, Michael W. Kirst, and Elisabeth Hansot, "Educational Reform: Retrospect and Prospect," *Teachers College Record*, 81 (3): 253-269, Spring 1980.

[46]See again notes 7 and 18.

[47]See Yves Bizien, *Population and Economic Development* (New York: Praeger, 1979); Robert H. Blank, *The Political Implications of Human Genetic Technology* (Boulder, CO: Westview Press, 1981); John D. Montgomery, Harold D. Lasswell, and Joel S. Migdal, *Patterns of Policy: Comparative and Longitudinal Studies of Population Events* (New Brunswick, N.J.: Transaction Books, 1979); and Robert S. Morrison, "Misgivings About Life-Extending Technologies," *Daedalus*, 107 (2): 211-226, Spring, 1978.

[48]See Angus Campbell, *The Sense of Well-Being in America* (New York: McGraw-Hill, 1981); and Scott Gordon, *Welfare, Justice, and Freedom* (New York: Columbia University Press, 1980). See again Harris, 1981, op.cit. and Yankelovitch, op.cit.

[49]See again Benoit, op.cit., Campbell, op.cit., Gordon, op.cit., McDougal, Lasswell, and Chen, op.cit., and Rifkin, op.cit.

[50]See Louis Rene Beres, *Apocalypse: Nuclear Catastrophe in World Politics* (Chicago: The University of Chicago Press, 1980); and Thierry De Montbrial, *Energy: The Countdown* (Oxford: Pergamon Press, 1979). See again note 47, Harris, op.cit., and McDougal, Lasswell, and Chen, op.cit.

[51]See for example Philip H. Coombs, *The World Educational Crisis: A Systems Analysis* (New York: Oxford University Press, 1968); Mario Fantini, Marilyn Gittell, and Richard Magat, *Community Control and the Urban School* (New York: Praeger Publishers, 1970); George H. Gallup, *The 13th Annual Gallup Poll of the Public's Attitudes Toward the Public Schools* (Reston, VA: NASSP, 1981); David B. Tyack, *The One Best System: A History of American Urban Education* (Cambridge, Mass.: Harvard University Press, 1974); and Frederick M. Wirt and Michael W. Kirst, *Schools in Conflict* (Berkeley, CA: McCutchan, 1982).

[52]See again notes 7 and 12.

[53]*Brown v. Board of Education*, 347 U.S. 483 (1954); *Brown v. Board of Education*, 349 U.S. 294 (1955). An excellent history of the impacts of the Brown case is provided in Richard Kluger, *Simple Justice* (New York: Alfred A. Knopf, 1976).

[54]For discussions of controversies surrounding the pursuit of equal opportunity see James S. Coleman and others, *Equality of Educational Opportunity* (Washington: U.S. Government Printing Office, 1966); Frederick Mosteller and Daniel P. Moynihan (eds.), *On Equality of Educational Opportunity* (New York: Random House, 1972); *Perspectives on Inequality*

(Cambridge, Mass.: *Harvard Education Review* Reprint Series No. 8, 1973); J.R. Pole, *The Pursuit of Equality in American History* (Berkeley, CA: University of California Press, 1978); Ray C. Rist, *The Invisible Children: School Integration in American Society* (Cambridge, Mass.: Harvard University Press, 1978); and J. Harvie Wilkinson III, *From Brown to Bakke: The Supreme Court and School Integration 1954-1978* (New York: Oxford University Press, 1979).

[7] See again Coleman, op.cit., and Mosteller and Moynihan, op.cit. See also "An Interview on Title IX with Shirley Chisholm, Holly Knox, Leslie R. Wolfe, Cynthia G. Brown, and Mary Kaaren Jolly," *Harvard Education Review*, 49 (4): 504-526, November, 1979; David K. Cohen and Barbara Neufeld, "The Failure of High Schools and the Progress of Education," *Daedalus*, 110 (3): 69-89, Summer, 1981; Richard Lehne, *The Quest for Justice: The Politics of School Finance Reform* (New York: Longman, 1978); and Richard A. Weatherly, *Reforming Special Education: Policy Implementation From State Level to Street Level* (Cambridge, Mass.: MIT Press, 1979).

[8] For particularly relevant discussions of economic conditions and education see Michael J. Bakalis, "American Education and the Meaning of Scarcity," Part I, *Phi Delta Kappan*, 63 (1): 7-12, September, 1981, and Part II *Phi Delta Kappan*, 63 (2): 102-105, October, 1981; Richard J. Barnet, *The Lean Years: Politics in the Age of Scarcity* (New York: Simon and Schuster, 1980); Charles S. Benson, *Education Finance in the Coming Decade* (Bloomington, IN.: *Phi Delta Kappan*, 1975); and Mary F. Williams (ed.), *Government and the Classroom: Dollars and Power in Education* (New York: Academy of Political Education, 1978).

[9] Some have argued that a constitutional crisis is ahead. See L.M. Baskir "The Dangers of a 'Runaway Convention'," *Nation*, 234:391-3, April 3, 1982; Archibald Cox, "My Turn: Don't Overrule the Court," *Newsweek*, September 28, 1981, p. 18; "Federal Courts Being Stripped," *The Brief*, 38 (2): 1, 4, March-April, 1982; C.H. Pritchett, "Why Risk a Constitutional Convention'," *Center Magazine*, 13:14-21, March, 1980; and C.D. Williams, "Congress and the Supreme Court," *National Review*, 34:109-11+, February 5, 1982.

[10] See for example Daniel Pekarsky, "Normalcy, Exceptionality, and Mainstreaming," *Journal of Education*, 163 (4): 320-334, Fall, 1981; and Allan P. Sindler, *Bakke, DeFunis, and Minority Admissions: The Quest for Equal Opportunity* (New York: Longman, 1978).

[11] For human, financial, and legal perspectives on the education of the handicapped see Newell Blair, *Education for the Handicapped Law Report* (Washington, D.C.: CRR Publishing, 1981); Helen Featherstone, *A Difference in the Family: Life with a Disabled Child* (New York: Basic Books, 1980); John Gliedman and William Roth, *The Unexpected Minority: Handicapped Children in America* (New York: Harcourt Brace Jovanovich, 1980); and Weatherly, op.cit.

[12] See again note 59. See also R.H. DeLone, *Small Futures: Children, Inequality, and the Limits of Liberal Reform* (New York: Harcourt Brace Jovanovich, 1979); and Martha M. McCarthy, "Are the Rights of the Handicapped In Jeopardy'," *Journal of Educational Equity and Leadership*, 2 (1): 65-69, Fall, 1981.

[13] See Joel S. Berke and Mary T. Moore, "A Developmental View of the Current Federal Government Role in Elementary and Secondary Education," *Phi Delta Kappan*, 63 (5): 333-337, January, 1982; Anne H. Hastings, "The Block Grant Record: Lessons from Experience," *Phi Delta Kappan*, 63 (5): 330-332, January, 1982; Maynard C. Reynolds, *Futures of Education for Exceptional Students: Emerging Structures* (Reston, VA.: Council for Exceptional Children, 1978); and H. Svi Shapiro, "Society, Ideology, and the Reform of Special Education: A Study in the Limits of Educational Change," *Educational Theory*, 30 (3): 211-233, Summer, 1980.

[62] Conflicts over what constitutes legitimate educational needs and appropriate services underlie the great majority of special education cases. See for example H. Rutherford Turnbull and Ann Turnbull, *Free Appropriate Public Education: Law and Implementation* (Denver, CO.: Love Publishing, 1978). The point here is to distinguish between expected civil conflicts and the potential for personal liability. Reference to this point is based on the authors' extensive contacts with practitioners and others who are cognizant of the unique pressures on educators, particularly in times of economic decline and scarcity, to maintain defensible levels of services for all clients.

[63] See again notes 7 and 12.

[64] See for example Michael Apple, *Ideology and Curriculum* (Boston: Routledge and Kegan Paul, 1979); Samuel Bowles, "Unequal Education and the Reproduction of the Social Division of Labor," *Schooling In a Corporate Society*, ed. M. Carnoy (New York: David McKay, 1972); Samuel Bowles and Herbert Gintis, *Schooling in Capitalist America: Educational Reform and the Contradictions of Economic Life* (New York: Basic Books, 1976); and Ray Rist, *The Urban School: A Factory for Failure* (Cambridge, Mass.: The MIT Press, 1973).

[65] See again Marvin Harris, 1981, op.cit.; Lasch, op.cit.; Rifkin, op.cit.; and Silberman, 1982, op.cit. See also Robert Coles and Jane Hallowell Coles, *Women of Crisis: Lives of Struggle and Hope* (New York: Delacorte Press, 1978); and Thomas F. Pettigrew (ed.) *The Sociology of Race Relations: Reflections and Reform* (New York: Free Press, 1980).

[66] See Dick Anthony and Thomas Robbins, "Spiritual Innovation and the Crisis of American Religion," *Daedalus*, 111 (1): 215-234, Winter, 1982; Martha M. McCarthy, "Church and State: Separation or Accommodation," *Harvard Educational Review*, 51 (3): 373-394, August, 1981; and George Armstrong Kelly, "Faith, Freedom, and Disenchantment: Politics and the American Religious Consciousness," *Daedalus*, 111 (1): 127-148, Winter, 1982.

[67] Differences in values and social consciousness across social groups and over time are fundamental to concepts of culture. See again Evans-Pritchard, op.cit.; Harris, 1968, op.cit.; and Levi-Strauss, op.cit. For discussions of social pluralism see Charles Y. Glock and Robert N. Bellah (eds.), *The New Religious Consciousness* (Berkeley, CA.: University of California Press, 1976); Alvin Gouldner, *The Coming Crisis of Western Sociology* (New York: Avon Books, 1970); Harold R. Isaacs, *Idols of the Tribe: Group Identity and Political Change* (New York: Harper and Row, 1975); and Robert Wuthnow, *The Consciousness Reformation* (Berkeley, CA.: University of California Press, 1976).

[68] See again notes 7 and 12.

[69] A comprehensive treatment of these points and their critical import is provided in Robert Nisbet, *History of the Idea of Progress* (New York, Basic Books, 1980).

[70] See again Toffler, op.cit., and Stanley, op.cit. See also C.A. Bowers, "Ideological Continuities in Technicism, Liberalism, and Education," *Teachers College Record*, 81 (3): 293-321, Spring, 1980.

[71] See again Nisbet, 1980, op.cit.

[72] See again Meadows, op.cit., and Nisbet, 1980, op.cit. See also Edgar S. Dunn, *Economic and Social Development: A Process of Social Learning* (Baltimore: John Hopkins Press, 1971); and Fred Hirch, *Social Limits to Growth* (Cambridge: Harvard University Press, 1976).

[74]For commentary on knowledge and inquiry in contemporary society see Robert Nisbet, "Knowledge Dethroned," *The New York Times Magazine*, September 28, 1975b; and Jerome Ravetz, *Scientific Knowledge and its Social Problems* (New York: Oxford University Press, 1971). Ravetz's chapter on "Immature and Ineffective Fields of Inquiry" is particularly pertinent.

[75]A significant, though controversial, critique of contemporary education is offered by James Coleman, T. Hoffer, and S. Kilgore, *Public and Private Schools. A Report to the National Center for Education Statistics by the National Opinion Research Center* (University of Chicago, 1981). For a critique of Coleman and Coleman's response, see Ellis B. Page, "Effects of U.S. Private Schools: A Technical Analysis of Two Recent Claims," *Educational Researcher*, 10 (7): 7-17, August/September, 1981; and James S. Coleman, "Response to Page and Keith," *Educational Researcher*, 10 (7): 18-20, August/September, 1981.

[76]Although critics of contemporary education do not always agree in substance or method, a strong and persistent theme is that education must be redefined to meet current and future needs. See for example Don Adams with Gerald M. Reagan, *Schooling and Social Change in Modern America* (New York: David McKay, 1972); Edgar Faure and others, *Learning To Be: The World of Education Today and Tomorrow* (Paris: UNESCO, 1972); Paolo Freire, *Pedagogy of the Oppressed* (New York: Herder and Herder, 1970); and Arthur Wise, *Legislated Learning: The Bureaucratization of the American Classroom* (Berkeley CA.: University of California Press, 1979).

[77]Treatment of information as property is pervasive in and out of schools. See again Gouldner, 1979, op.cit.; and Smith, op.cit. For discussions of control of information through educational processes, see for example Gearing and Sangree, op.cit.; and M.R. Pusey and R.E. Young (eds.), *Control and Knowledge: The Mediation of Power in Institutional and Educational Settings* (Canberra: Australian National University, 1979).

[78]Not only are oral and written cultures of educational management different, the also have different policy implications. For relevant discussions of literacy and abstraction see Robert Disch (ed.), *The Future of Literacy* Englewood Cliffs, N.J.: Prentice-Hall, 1973); Robin Horton and Ruth Finnegan (eds.), *Modes of Thought: Essays on Thinking in Western and Non-Western Societies* (London: Faber and Faber, 1973); and Anton Zijderveld, *The Abstract Society* (Garden City, N.Y.: Doubleday, 1970).

[79]See again notes 6,8, and 13.

[80]See again Gearing and Sangree, op.cit., and Spindler, op.cit.

[81]The power of the concept of culture reproduction as well as controversy surrounding its interpretation are major themes in a recent issue of the journal *Interchange* (volume 12, numbers 2-3, 1981). See in particular Michael Apple, "Reproduction, Contestation, and Curriculum: An Essay in Self-Criticism," pp.27-47; Roger Dale, "From Expectations to Outcomes in Education Systems," pp. 68-85; Henry A. Giroux, "Hegemony, Resistance, and the Paradox of Educational Reform," pp. 3-26; and Paul Willis, "Cultural Production is Different from Cultural Reproduction is Different from Social Reproduction is Different from Production," pp. 48-67. See also Rachel Sharp, *Knowledge, Ideology, and the Politics of Schooling* (Boston: Routledge and Kegan Paul, 1980).

[82]For an analysis of determinants of educational outcomes which utilizes an input-transformation-output model, see again Bridges, op.cit.

[82] Seminal work on the relationship between form and function comes from a nineteenth century architect, Horatio Greenough. See Horatio Greenough (Harold A. Small, ed.), *Form and Function: Remarks On Art, Design, and Architecture* (Berkeley, CA.: University of California Press, 1962). See also "Form in the History of Aesthetics," *Dictionary of the History of Ideas: Studies of Selected Pivotal Ideas*, ed. P.P. Weiner (New York: Charles Scribner, 1973, volume II), pp. 216-225. These concepts have also been integrated into the social sciences. For an overview, see Julius Gould and William L. Kolb, *A Dictionary of the Social Sciences* (Toronto: Collier-MacMillan, 1964), pp. 277-279.

[83] See Lois-Ellin Datta, "Changing Times: The Study of Federal Programs Supporting Educational Change and the Case for Local Problem Solving," *Teachers College Record*, 82 (1): 101-116, Fall, 1980; Eleanor Farrar, John E. Desanctis, and David K. Cohen, "Views from Below: Implementation Research in Education," *Teachers College Record* 82 (1): 77-100, Fall, 1980; and Donald P. Sanders and Marian Schwab, "Schooling and the Development of Education," *The Educational Forum*, 45 (4): 265-289, March, 1981.

[84] The power of individual as compared to organizational goals is a matter of intense debate in the organizational theory literature. Two recent contributions to the debate are Thomas B. Greenfield, "The Man Who Comes Back Through the Door in the Wall: Discovering Truth, Discovering Self, Discovering Organizations," *Educational Administration Quarterly* 16 (3): 26-59, Fall, 1980; and Jean R. Hills, "A Critique of Greenfield's 'New Perspective'," *Educational Administration Quarterly*, 16 (1): 20-44, Winter, 1980. See also Helmut R. Wagner (ed.), *Alfred Schutz: On Phonomenology and Social Relations* (Chicago: University of Chicago Press, 1970).

[85] Fremont E. Kast and James E. Rosenzweig, *Organization and Management: A Systems and Contingency Approach* (New York: McGraw Hill, 1979, third edition), pp. 18-20. For a different view of organizational subsystems see Daniel Katz and Robert L. Kahn, *The Social Psychology of Organizations* (New York: John Wiley, 1982, second edition), pp. 83-94.

[86] See again Walberg, 1982, op.cit.

[87] See again Botkin, op.cit.; Giroux, op.cit.; Barney, op.cit.; Boyd and Crowson, op.cit.; and Ravitch, op.cit.

[88] See Hofstadter, op.cit.

[89] The art of education is viewed here as an extension of the ideas expressed in Gilbert Highet, *The Art of Teaching* (New York: Vintage Books, 1950). See also Luvern L. Cunningham, Walter G. Hack, and Raphael O. Nystrand (eds.), *Educational Administration: The Developing Decades* (Berkeley, CA.: McCutchan, 1977).

[90] This observation is in the tradition of George S. Counts, *Dare the Schools Build a New Social Order* (New York: John Day, 1932). See also Lawrence J. Dennis and William Edward Eaton, *George S. Counts: Educator For A New Age* (Edwardsville, IL: Southern Illinois University Press, 1980).

[91] The several articles on "Leadership for the Twenty-first Century" presented as volume 20, number 4, August, 1981, of the journal *Theory Into Practice*, Walter L. Marks and Bethene LeMahieu, guest eds., illustrate this point. See again McDougal, Lasswell, and Chen, op.cit.

[7] The need for organizational renewal and other foci for educational leadership cited are consistent themes in the current literature. See in particular Luvern L. Cunningham and Thomas W. Payzant, "Skills, Understandings, and Attitudes Needed By Leaders in the Future," paper presented at the UCEA Partnership Meeting and the American Association of School Administrators Meeting, Atlanta, Georgia, February, 1981. This paper is the basis for a UCEA Futures Task Force Monograph, forthcoming. See also Sari Knopp Biklen and Marilyn B. Brannigan (eds.), *Women and Educational Leadership* (Lexington, Mass.: D.C. Heath, 1980). See again Marks and LeMahieu, op.cit.

[8] The extensive educational reform literature is relevant to any discussion of the state of education. In addition to pertinent sources cited here see in particular Charles E. Silberman, *Crisis in the Classroom: The Remaking of American Education* (New York: Vintage Books, 1971). See also John R. Snarey and others (eds.), *Conflict and Continuity: A History of Ideas on Social Equality and Human Development* (Cambridge, Mass.: *Harvard Education Review* Reprint Series Number 15, 1981).

[9] See Hofstadter, op.cit.